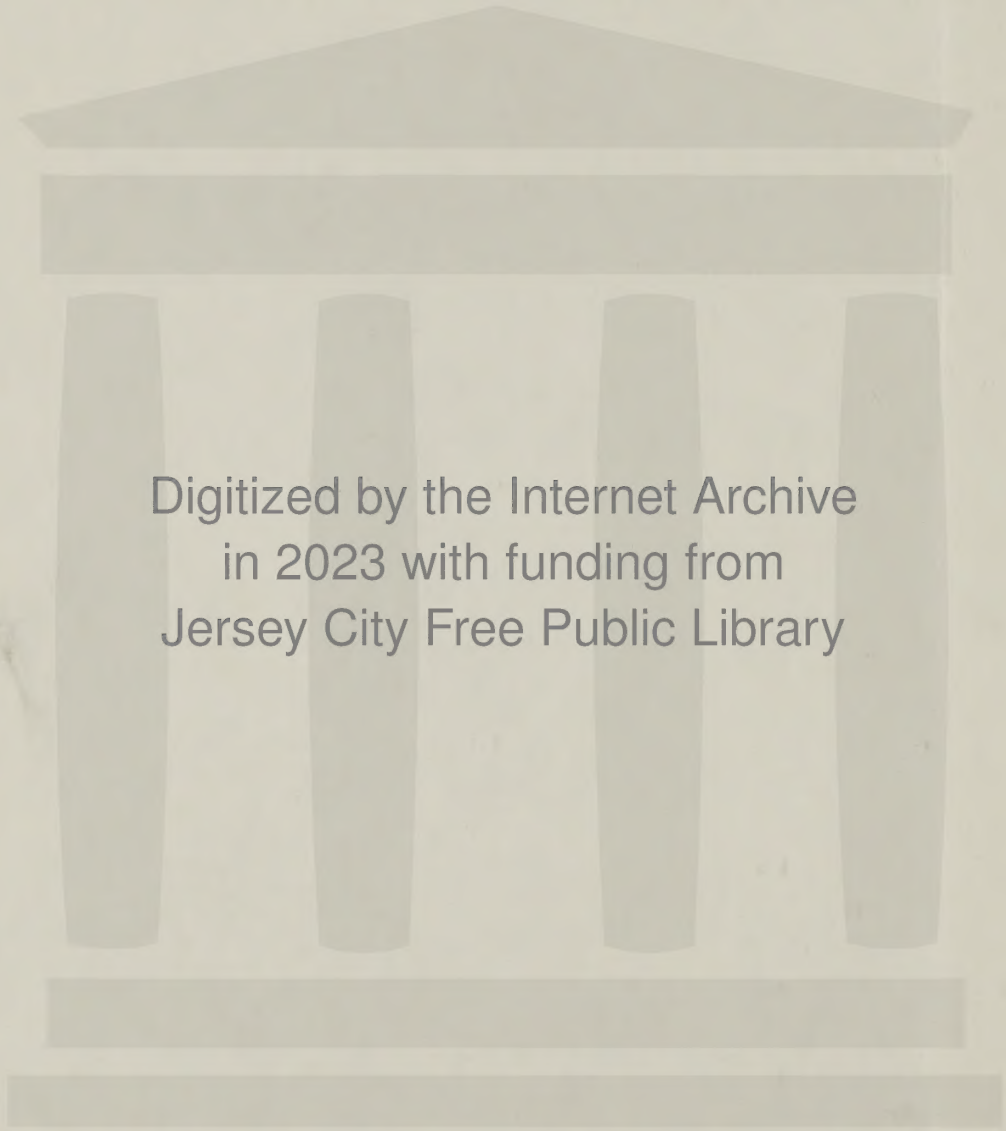


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NEW JERSEY ROOM

JUL 18 1985



economic conditions

PREHENSIVE PLANNING PROGRAM ■ REPORT #5 1965

OF JERSEY CITY/OFFICE OF THE MAYOR/DIVISION OF PLANNING

THOMAS J. WHELAN
Mayor

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ECONOMIC CONDITIONS

A report prepared by the Division of Planning analysing economic conditions in the City - the labor force, labor market, economic indices - and suggesting future goals and policies that will insure the prospects for a prosperous future.

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INTRODUCTION

Jersey City with its unique and advantageous geographical position adjacent to New York City, the financial and business nerve center of the world, has been afforded from its beginnings excellent opportunities for growth and expansion. As so often is the case with America's older cities, however, an unfortunate combination of unwise decisions, unforeseen circumstances, and misguided emphases relative to Jersey City's growth has resulted in a situation which demands immediate concern.

This study, the fifth in a series of Comprehensive Master Plan reports, is concerned with Jersey City's economic problems -- its labor force, labor market and economic climate. An analysis of this subject requires simultaneous considerations of the numerous facets of economic growth which are so intimately related.

The status of Jersey City's present economic climate can be described as a cycle in which the City has been involved for a number of years. The cycle started about the middle of the Nineteenth Century when railroad and shipping interests, along with complementary industries, located in Jersey City.

This industrial development was a result of the City's prime accessibility to both the New York Region and the states to the south and the west. These corporate interests purchased almost all of the City's Hudson River waterfront.

Jersey City began to experience the repercussions of this development after World War II when the high speed highway and the prospect of overnight delivery of goods by truck, as well as industrial decentralization, brought about sweeping changes in transportation patterns throughout the entire nation. The financial outlook of the railroads and associated industries began to decline in economic importance.

By this time the built-up areas of the City had become older. The population started to both decrease and to change in character. Certain industries relocated outside of the City -- they no longer required the accessibility that the rubber tire substituted, and they found the prospects of lower taxes in outlying areas quite desirable. Other firms simply ceased their operations.

In essence, the entire pattern of deterioration, obsolescence and blight began to impose their undesirable effects upon the City following World War II, culminating in a steady, downward-spiraling cycle.

Reversing the direction of this cycle has commanded the attention and effort of the City's municipal administration, the business community, industrial leaders, organized labor and civic groups.

When the demand for the heavy and limited concentration of economic activities in Jersey City waned, the errors that had been made in allowing Jersey City to become a kind of "backyard warehouse" for New York City soon became apparent. Many of the tangible assets that serve to upgrade a City, both socially and economically, also began to diminish. The investment and risk capital needed for industrial and commercial activities and for residential development -- both for improvements of existing facilities and new construction -- no longer was available in large quantities.

The forces which prompt this cycle are not unique or peculiar to Jersey City. They are actively prevalent in varying degrees in many of the older cities in the United States. Such forces can be attributed to the complex framework of economic, physical, and social interactions that are continually occurring in our urban regional environments.

In Jersey City, they have resulted in obsolescence, rampant blight, economic lulls, and social ferment.

The population of Jersey City decreased by 18 percent between 1940 and 1960. During the same period, according to the Regional Plan Association, the total population of the "core" of the New York Metropolitan Region (Manhattan, The Bronx, Brooklyn and Queens, N.Y.; Hudson County and the City of Newark, N.J.) increased by approximately 3 percent. The population of the Region's "inner ring" (Bergen, Union, West Essex and South Passaic, N.J.; Nassau, Richmond and South Westchester, N.Y.) nearly doubled during these 20 years.

Between 1950 and 1960, the Negro population of Jersey City increased by 76 percent, while the white population decreased by 12 percent and the City's total population declined by 7.7 percent.

Personal income data for the City's residents show that Jersey City is lagging behind the Region as a result of the concentration of the elderly and poor and the increasing number of minority group members who lack modern technological skills or who are unemployed.

In addition, property tax revenues have declined; so has the total amount of acreage devoted to industrial activities.

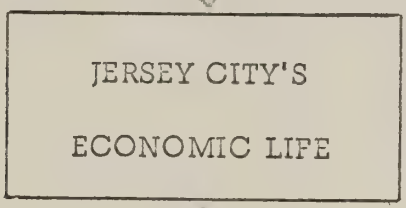
The following diagram summarizes the economic changes that have been taking place in Jersey City until the past few years, and illustrates a downward-spiraling economic cycle:

Synthesis of Major Economic Trends in Jersey City

INWARD MOVEMENT

a. low income, unskilled workers, jobless persons and minority groups

b. low value added, low yield, low employment activities



OUTWARD MOVEMENTS

a. middle and high income people to suburbs along with higher skilled, white collar, managerial employees and jobs

b. large industrial and employers

c. major revenue sources

d. investment and risk capital

The prevailing trends indicate a vicious circle of economic and social patterns and present a rather bleak picture of Jersey City's future. Current trends can be reversed only by dynamic action on the part of the business and governmental segments of the City. A sense of direction is needed i.e. goals and objectives and the ways and means of accomplishing them. Decisions about the future must be based upon sound planning principles that reflect the best thinking of the community.

I ANALYSIS

A. LABOR FORCE - LABOR MARKET

Jersey City's civilian labor force totaled 119,061 in 1960, including both employed and unemployed persons. This represented 43 percent of the City's total population. Table 1 indicates the decrease in the labor force and the population.

The reduction in the labor force is primarily the result of a decrease in the number of persons between the ages of 25 and 44 and an increase in the number of persons in the "65 and over" and the "under 25" age groups.

Table 1 JERSEY CITY'S LABOR FORCE, 1940-1960*

Year	Civilian Labor Force	Total Population	Labor Force As % of Total Population
1940	141,407	301,173	47
1950	133,937	299,130	45
1960	119,061	276,101	43

*Source: U.S. Census

Forty-four (44) percent of the City's labor force presently works outside of the City; most of these work elsewhere in Hudson County or in New York City. (Table 2, "Place of Work of Jersey City Residents.")

Table 2 PLACE OF WORK OF JERSEY CITY RESIDENTS, 1960

Jersey City	56.4 percent
Elsewhere in the Hudson County	16.6
New York City	16.3
Newark	3.3
Bergen County	2.6
Essex County	1.7
Union County	1.2
Passaic County	0.8
Other	1.1
TOTAL	100.0 percent

Source: U.S. Census, 1960.

The structure of the labor force in the United States is expected to change considerably before the end of the Twentieth Century. The occupational skills that will be required by 1970, according to projections of the New Jersey Department of Labor and Industry, indicate an increase of approximately 60 percent in the demand for professional employment, and 25 to 35 percent increase in managerial, sales and services, and clerical employment.

Projections for craftsmen and operators indicate rises of 10 and 17 percent respectively, whereas similar projections for laborers show a decline of 7 percent.*

Current trends in Jersey City are the direct antitheses of existing trends and proposed national trends in the labor market. In addition to the steady population decline in Jersey City, there is also a marked increase in both the number and percentage of non-white and Puerto Rican population settling in the City. These residents are engaged generally in semi-skilled or low-skilled occupations. Such occupational skills are expected to decline in importance in the regional economy and job market.

If these trends continue, the implications for Jersey City suggest increasing unemployment, decreasing City revenues and increased demands for various social and welfare services.

In 1950, non-whites constituted 7 percent of the City's total population, in 1960, 13.4 percent. This ratio is expected to increase to 22.8 percent in 1970. Similarly, the white population constituted 93 percent of the total population in 1950 and 86.6 percent in 1960. This ratio is expected to decline to 77.2 percent in 1970.

White middle-income families are moving out of Jersey City and Puerto Rican and Negro families are moving in. This is a simplified statement of a general trend.

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*New Jersey Manpower Projections, 1960-1970, Research Series No.4. New Jersey Department of Labor and Industry.

Despite the sizable increase in newcomers, there are many old families with a history in Jersey City that goes back many years. These people represent the City's present businessmen and civic leaders. The presence of this hard core in Jersey City and the functions that it performs in the various aspects of the City's life are significant. Whether changing social and economic conditions in the future will encourage this group to leave Jersey City remains to be seen.

There is also the possibility that this core will be disrupted by natural causes. Jersey City will face a serious void in leadership with the continuation of these trends unless wither the exodus is halted or new individuals are trained to fill these gaps.

Jersey City will face the possibility of the continued loss of its residents with higher educational attainment, superior job skills, higher earning power, and developed and seasoned attitudes of community identificati and civic participation. People with lower educational attainment, poor job skills, the unemployed, and those lacking a sense of identification with community problems and affairs are continuing to locate in the City.

The composition of Jersey City's labor force has changed considerably between 1950 and 1960. Skilled workers remained constant in terms of their percentage share of the total labor force (concurrent with population decline); in terms of total numbers, the group declined by approximately 21 percent. Semi-skilled workers are the only group whose percentage share of the labor force workers increased, although in total number the group declined by 3 percent. Most significant is the fact that the professional-managerial categories decline both in total numbers (3,621) and in its total percentage share of the labor force from 16.1 to 13.0 percent.

Table 3 DISTRIBUTION OF EMPLOYED PERSONS BY JOB CATEGORY, JERSEY CITY - 1950 - 1960

Job Category	1950 Male No.	1950 Male %	1950 Female No.	1950 Female %	1960 Male No.	1960 Male %	1960 Female No.	1960 Female %	Percent Change 1950-1960 Male	Percent Change 1950-1960 Female
Professional - technical	5,641	7	3,921	10	5,129	7	4,221	11	-9	+7
Managers, Officials, and Proprietors	8,403	10	1,228	3	5,301	7	921	2	-37	-25
Clerical	10,559	13	15,719	39	9,076	13	15,025	38	-14	-4
Sales	4,680	6	2,096	5	3,471	5	2,212	6	-26	-5
Craftsmen, Foremen	16,491	20	678	2	12,995	18	576	1.3	-21	-24
Operatives	19,360	23	11,057	27	18,771	26	9,160	23	-3	-17
Private Household	55	.07	1,075	3	20	-	944	-	-64	-12
Service	7,791	9	3,631	9	6,380	9	4,409	10	-18	+10
Laborers	9,911	12	494	1	7,139	10	333	0.8	-28	-33
Occupation not reported	735	-	380	-	3,789	-	2,269	-	-	-
Total		100%		99%		95%		93%		

Source: U.S. Census of Population, 1950 and 1960

Table 3 shows that in each of the job categories, the number of persons engaged in that particular type of work in 1950 and 1960 remained almost constant as a percentage of the total labor force. However, nearly all of the categories indicate a sizable decline in the total number of people engaged in each category between 1950 and 1960.

The ratio of the number of unemployed persons to the total number of persons in the civilian labor force ranged between 5.7 and 8 percent between 1950 and 1960.

Table 4 UNEMPLOYMENT IN JERSEY CITY, 1950 and 1960

	1950		1960	
	Male	Female	Male	Female
Total unemployed	7,764	2,144	4,464	2,398
Total labor force	91,486	42,551	76,985	42,076
Percent of labor force	8%	5%	5.8%	5.7%

Source: U.S. Census of Population, 1950 and 1960

An unemployment rate of up to 8.0 percent is a serious problem, particularly when a 2 percent rate of unemployment is considered to be more favorable. If large corporate employers leave Jersey City, the unskilled residents will find it increasingly more difficult to secure employment. These are the workers for whom the cost of the journey to work is a most significant factor.

As previously indicated, more than 40 percent of the resident labor force is employed outside of the City. If these trends continue, the outlook for these groups is not very encouraging.

Table 5 illustrates the changes that have occurred in industry groups of employed persons between 1950 and 1960. This provides a general picture of the many changes that have taken place in Jersey City in a short period of time.

These changes can be attributed in part to a widespread population decline. Jersey City experienced an overall population decline of 8 percent between 1950 and 1960. In many instances, declines in particular industry groups namely construction, railroad, wholesale trade and hospitals exceeded 8 percent. On the other hand, personal and educational services experienced significant increases.

Table 5 DISTRIBUTION OF EMPLOYED PERSONS BY INDUSTRY GROUPS, JERSEY CITY, 1950-1960

INDUSTRY GROUP	1950	1960	Percent Change 1950 - 1960
Construction	4,719	3,865	-18%
Manufacturing	40,620	37,628	- 8
Railroad, railway express service	7,807	4,305	-45
Wholesale trade	6,069	4,174	-31
Eating and drinking places, other retail trade	2,729	2,715	- 0.5
Business and repair services	3,433	3,022	-12
Private Households	1,314	1,021	-22
Other personal services	2,278	3,666	+38
Hospitals	5,648	4,791	-24
Educational services	1,443	3,667	+61
Public Administration	5,056	5,458	+7

Source: U.S. Census Population, 1950 and 1960

The employed labor force in the State of New Jersey more than tripled between 1940 and 1955; during the same period, there was an increase of 36 percent in the New York Region. In Hudson County, there was a decrease of 3.8 percent.

Family income and labor force participation rates provide important information relative to trends that are occurring within a given area. These statistics are shown in Tables 6 and 7.

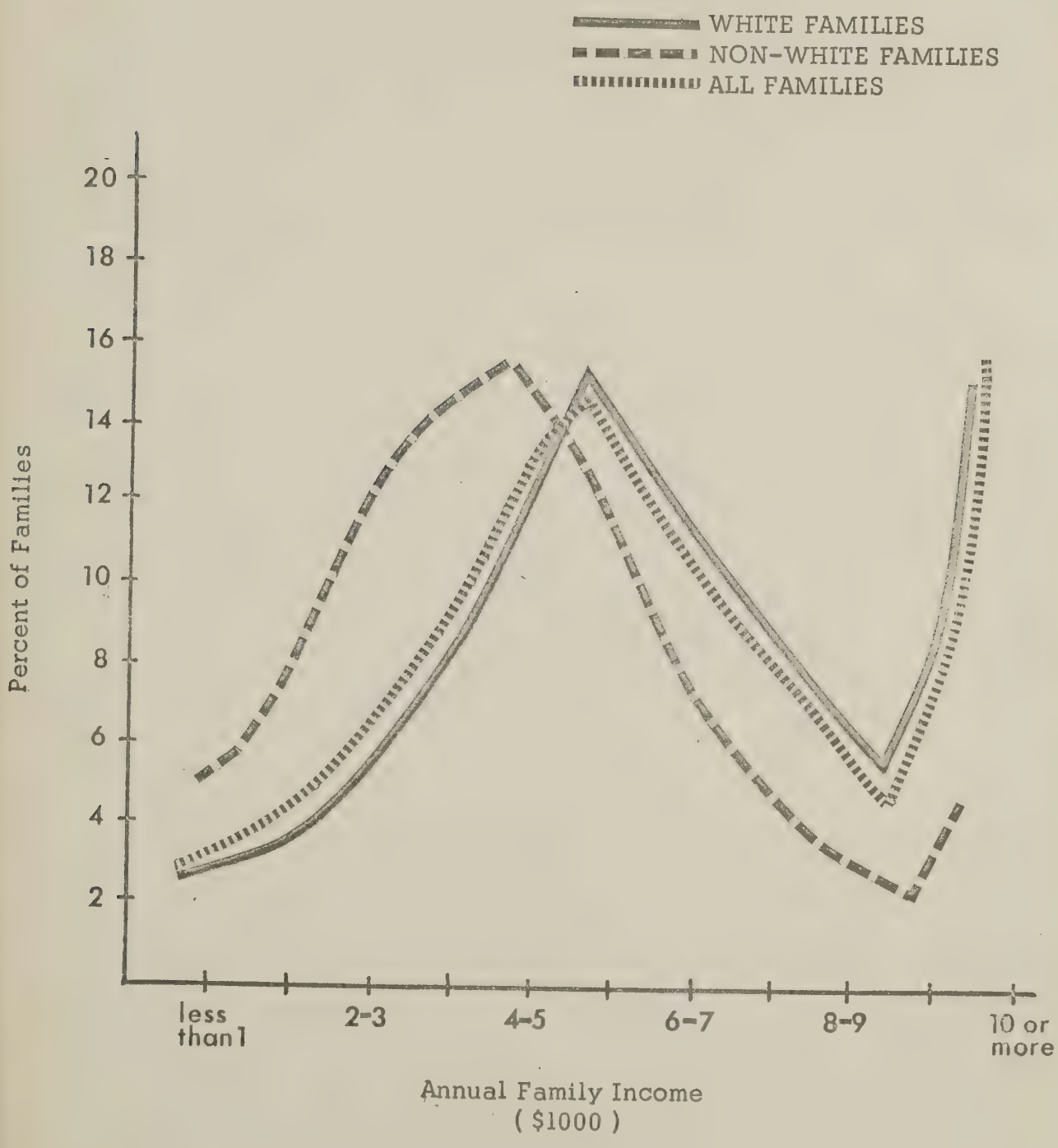
Table 6 DISTRIBUTION OF MEDIAN FAMILY INCOMES, WHITE AND NON-WHITE FAMILIES, JERSEY CITY - 1960*

Income	White		Non-White		Total	
$	No.	% of Total Families	No.	% of Total Families	No.	% of Total Families
Under 1000	1,694	2.6	492	5.8	2,186	3.1
1000 to 1999	2,484	3.8	664	7.8	3,148	4.3
2000 " 2999	3,561	5.5	1,158	13.6	4,719	6.4
3000 " 3999	5,200	8.0	1,320	15.5	6,520	8.9
4000 " 4999	7,629	11.8	1,394	16.3	9,023	12.4
5000 " 5999	10,488	16.2	1,192	14.0	11,680	15.9
6000 " 6999	8,212	12.7	780	9.1	8,992	12.3
7000 " 7999	6,529	10.1	516	6.0	7,045	9.7
8000 " 8999	4,981	7.7	329	3.9	5,310	7.2
9000 " 10000	3,851	5.9	256	3.0	3,837	5.3
10000 or more	10,218	15.8	438	5.1	10,656	14.5
Total	64,842	100	8,539	100	73,381	100

Source: U.S. Census of Population, 1960

CHART 1. DISTRIBUTION OF MEDIAN FAMILY INCOMES, WHITE AND NON-WHITE FAMILIES.

JERSEY CITY, 1960



Source: U.S. Census, 1960

The reliability of the income data shown in Table 6 is subject to question because of the tendencies of non-reporting and distortion by the respondants. The data is sufficiently accurate for the present analysis.

The 1960 data is already obsolete in 1966 because of the rapid social and economic changes that have taken place in the City since the last U.S. Census. Recent studies indicate that there are now more families within the lower income ranges than are indicated by Table 6. The continued out-migration of middle income families is reducing the median family income for the City.

Jersey City is experiencing a steady decrease in population and in jobs. The white population is decreasing and the non-white population is increasing both in number and in its percentage share of the total population. At the same time, 58 percent of the non-white families in Jersey City earn $5,000 or less per year; only 31.7 percent of the white families are in this category. On the other hand, 52.2 percent of the white Jersey City families earn $6,000 or more; only 27.1 percent of the total number of non-white families are in this group.

Labor force participation rates for Jersey City residents indicate no particular disparity between the figures for Jersey City and other geographical entities. However, in the case of Jersey City, the apparent absence of a disparity is not necessarily a positive factor. This is so especially in view of the population decline and the number of residents in Jersey City who work outside of the corporate limits of the municipality.

Table 7 LABOR FORCE PARTICIPATION RATES BY SEX, AGE, COLOR
JERSEY CITY & NEW JERSEY, 1960

Group	Population	Number In Labor Force	LFPR
JERSEY CITY			
Male: 14+			
All-White	87,573	68,547	78.3
All-Non-White	10,792	8,514	78.9
Female: 14+			
All-White	108,227	42,076	38.9
All-Non-White	13,017	5,890	45.2
Male			
15 to 24 years old*	16,676	9,526	57.1
25 to 34 years old	17,526	16,604	94.7
35 to 44 years old	18,362	17,617	95.9
45 to 64 years old	31,716	29,002	91.4
65+	12,246	3,712	30.3
Female			
15 to 24 years old*	18,438	7,937	43.0
25 to 34 years old	18,016	7,423	41.2
35 to 44 years old	20,453	9,476	46.3
45 to 64 years old	34,225	14,943	46.6
65+	15,218	1,477	9.7
NEW JERSEY			
Male			
15 to 24 years old*	400,884	221,091	55.1
25 to 34 years old	386,085	371,174	96.1
35 to 44 years old	445,666	431,550	96.8
45 to 64 years old	649,098	596,787	91.9
65+	241,917	76,509	31.6
Female			
15 to 24 years old*	403,494	146,428	36.3
25 to 34 years old	411,298	141,036	34.3
35 to 44 years old	474,787	201,650	42.5
45 to 64 years old	682,685	291,034	42.6
65+	308,320	32,074	9.6

Source: U.S. Census, 1960

*A slight margin of error exists in this group due to incomparability of census data.

Table 8 PERCENTAGE DISTRIBUTION OF EMPLOYED MALES AND FEMALES BY OCCUPATIONAL CHARACTERISTICS

JERSEY CITY AND HUDSON COUNTY - 1960

	HUDSON COUNTY		JERSEY CITY	
	MALE	FEMALE	MALE	FEMALE
Professional	7.4	9.4	7.1	10.6
Managers, Officials, Proprietors (Except Farm)	7.3	2.3	7.3	2.3
Clerical	11.7	36.8	12.5	37.9
Sales	5.1	5.8	4.8	5.6
Craftsmen and Foremen	19.4	1.3	17.9	1.3
Operatives	26.3	23.1	25.9	23.1
Private Household	--	2.4	--	2.4
Service Workers (Except Private Household)	8.9	10.2	9.4	10.2
Laborers (Except Mine)	8.8	.8	9.8	.8
Occupation Not Reported	5.4	5.7	5.2	5.7
TOTAL	100	100	100	100

Source: U.S. Census, 1960

B. ESTIMATES OF FUTURE EMPLOYMENT NEEDS

The New Jersey Department of Labor and Industry conducted a survey* of employers' future needs for occupations that are now in short supply or which are expected to be in short supply. One of the most significant findings of the study was that one out of five workers in the Jersey City Labor Market Area (JCLMA) was engaged in work classified as unskilled. This category of job opportunities is expected to increase less rapidly than jobs classified in any of the other occupational categories.

On the whole, the study predicted that employment expansion in the JCLMA will be moderate as compared to regional, state, and national expectations.

The expansion and replacement demand for positions in the professional, technical, and scientific occupations is expected to create a large number of jobs in the future. The semi-skilled occupation group will require more workers for expansion than any other occupational category. A sizable number of job opportunities will be created both by expanding industries and replacements. This was found to be the second largest group in the survey. The demand for clerical workers will remain typically high, as it is in most instances, because of the preponderance of women holding such positions.

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*Occupational Training Needs Survey, Jersey City Labor Market Area, New Jersey Department of Labor and Industry, Division of Employment Security, Research Series #7, 1962.

In the skilled occupations category, replacement needs will exceed expansion demand slightly. Expansion needs in sales occupations will provide additional jobs amounting to approximately a 10 percent increase.

It is the unskilled occupations category -- the second largest segment of the total work force -- that presents a significant problem. Job opportunities in this category are comparatively small, less than one-half the average expansion rate projected for all other job categories. Technological advances suggest the possibility that many of the jobs held presently by workers will be abolished when they leave the labor force.

The severity of this situation is compounded by the fact that a large segment of the population migrating to Jersey City consists of persons in the unskilled job categories and by the character of the small firms that are locating in the City.

II ECONOMIC INDICES

A. WHOLESALE TRADE

Although the total number of wholesale trade establishments in Jersey City decreased by only 2 percent between 1958 and 1963, the number of employees decreased by 36 percent (3,443 persons). This may be attributed to automation, improved techniques, and the loss of large corporate employers.

The Regional Plan Association foresees employment in wholesale trade in New Jersey increasing by 48 percent between 1955 and 1975. An increase of only 10 percent was estimated for Hudson County for the same period. The projection for the entire New York region was 23 percent.

Wholesale trade in Jersey City and Hudson County appears to be lagging behind the projections for both New Jersey and the New York region. While wholesale trade employment in Jersey City decreased by 36 percent between 1958 and 1963, Hudson County shows a decrease of only 8 percent.

Table 9 compares wholesale trade in Jersey City with other communities in the area. The categories of total number of establishments, total sales, and paid employees (figures for Jersey City as a percent of Hudson County) all show declines between 1958 and 1963. In only five years, for example, the number of paid employees in wholesale trade establishments has decreased by 36 percent. The declines are between 8 and 10 percent in other categories. Table 10 indicates these changes by kind of business in wholesale trade for the Jersey City SMSA.

TABLE 9 WHOLESALE TRADE IN JERSEY CITY AND OTHER AREAS, 1958-1963

Area	Establishments 1958	Establishments 1963	Establishments % change	Sales ($1000) 1958	Sales ($1000) 1963	Sales ($1000) % change	Sales Per Establishment ($1000) 1958	Sales Per Establishment ($1000) 1963	Sales Per Establishment ($1000) % change
Jersey City	461	450	-2	667,316	597,695	-10	1448	1328	-8
Hudson County	1053	1068	+1	1,217,376	1,121,303	-8	1156	1050	-9
Newark	1522	1331	-13	1,776,160	1,865,218	+5	1167	1401	+20
Paterson	370	386	+4	214,784	264,036	-4	743	684	-8
Elizabeth	199	227	+14	252,011	652,531	+159	1266	2875	+127
New Jersey	8236	9626	+17	8,477,140	12,768,598	+51	1029	1326	+29
NY - NE NJ SCA*	38,570	38,022	-1	54,700,781	68,212,452	+25	1418	1794	-27
Jersey City as a % of:									
Hudson County	43.78	42.13		54.82	53.30				
New Jersey	5.60	4.67		7.87	4.71				
NY - NE NJ SCA*	1.21	1.17		1.22	0.88				

Area	Payroll, entire year ($1000) 1958	Payroll, entire year ($1000) 1963	Payroll, entire year ($1000) % change	Paid Employees 1958	Paid Employees 1963	Paid Employees % change	Payroll Per Employee, entire year 1958	Payroll Per Employee, entire year 1963	Payroll Per Employee, entire year % Change
Jersey City	36,526	41,012	-12	9691	6264	-36	3770	6564	+74
Hudson County	70,341	78,738	+12	13,649	12,607	-8	5154	6246	+21
Newark	90,558	109,077	+20	17,523	17,024	-3	5168	6407	+24
Paterson	16,370	21,493	+31	3254	3651	+12	5031	5887	+17
Elizabeth	12,776	23,872	+87	2557	3940	+54	4996	6059	+21
New Jersey	451,248	709,178	+57	87,794	113,104	+29	5140	6270	+22
NY - NE NJ SCA*	2,158,776	2,869,999	+33	392,913	417,825	+6	5494	6868	+25
Jersey City as a % of:									
Hudson County	51.93	52.09		71.00	49.56				
New Jersey	8.09	5.78		11.04	5.52				
NY - NE NJ SCA*	1.69	1.43		2.47	1.50				

Source: U.S. Census of Business, 1963.
*NY - NE NJ SCA - New York, Northeastern New Jersey Standard Consolidated Area - Composed of New York SMSA; Newark, Jersey City, Paterson-Clifton-Passaic SMSA; Middlesex County, Somerset County.

TABLE 10 WHOLESALE TRADE BY TYPE JERSEY CITY SMSA 1958 - 1963

Kind of Business	Establishments 1958	Establishments 1963	Establishments % change	Sales ($1000) 1958	Sales ($1000) 1963	Sales % change	Sales Per Establishment ($1000) 1958	Sales Per Establishment ($1000) 1963	Sales Per Establishment % change	Payroll ($1000) 1958	Payroll ($1000) 1963	Payroll % change	Employees 1958	Employees 1963	Employees % change	Payroll Per Employee (Year) 1958	Payroll Per Employee (Year) 1963	Payroll Per Employee % change
Motor Vehicles Auto. Equip.	61	74	+21	236,911	52,520	-77	3884	705	-82	8639	4625	-46	1388	817	-41	6224	5660	-9
Drugs, Chem. Allied Prod.	61	63	+3	44,235	92,838	+110	725	1474	+103	3343	4895	+46	934	860	-8	3579	5691	+60
Dry Goods Apparel	71	64	-10	42,093	63,756	+51	593	996	+68	3040	6182	+103	591	841	+42	5144	7351	+43
Groceries & Related Prod.	165	179	+8	274,311	252,584	-8	1662	1411	-15	9926	11,251	+13	1865	1906	+2	5322	5903	+11
Elect. Goods	63	58	-8	139,280	138,683	0	2211	2391	+8	8852	8511	-3	1807	1291	-29	4899	6593	+35
Hdwe, Plmbg, Heat. Equip. Sup.	53	63	+19	20,216	35,771	+77	381	568	+49	1729	3357	+94	349	552	+58	4954	6081	+22
Mach. Equip. Supplies	169	176	+4	117,443	106,875	-9	695	607	-13	10572	8805	-17	1807	1424	-21	5851	6183	+6
Metals, Minerals	46	50	+9	(D)*	90,694	-	-	1814	-	(D)	7420	-	(D)	999	-	-	7427	-
Petrol. Bulk	11	10	-9	46,425	19,184	-59	442	192	-55	2667	2754	+3	414	359	-13	6442	7671	+19
Scrap, WasteMa.	93	80	-14	35,800	42,479	+19	385	531	+38	2237	3954	+77	634	843	+33	3528	4690	+33
Tobacco & Prod.	20	16	-20	22,089	34,375	+56	1104	2148	+95	582	887	+52	147	174	+18	3959	5098	+29
Beer, Wine, Alco.	14	11	-11	45,069	44,515	-1	3219	4047	+26	3301	3647	+10	523	445	-15	6312	8196	+30
Paper & Pap. Prod.	38	47	+24	21,127	24,454	+6	556	520	-7	1549	2080	+34	349	364	+4	4438	5714	+29
Furniture, Home Furn.	21	23	+10	11,845	14,217	+20	564	618	+10	876	1173	+34	180	180	0	4867	6517	+34
Lumb. Const. Mat.	35	51	+46	21,551	37,273	+35	787	731	-7	2117	3713	+75	404	576	+43	5240	6446	+23
Miscellaneous		101			(D)			-			(D)		-	(D)		-	-	
TOTAL	1053	1068	+1	1,217,376	1,212,303	-8	1156	1050	-9	70,341	78,738	+12	13,649	12,607	-8	5154	6246	+21

*(D) No response given for reasons of disclosure.

Source: U.S. Census of Business, 1963

B. MANUFACTURING TRENDS

A more detailed analysis of the types of establishments that are entering and leaving Jersey City indicates that firms employing a smaller-than-average number of employees are remaining or even locating in Jersey City, whereas firms that employ larger numbers of workers are leaving. In recent years, the larger corporations have not relocated in the City. Generally, the firms that remain in Jersey City or are moving into the City are primarily oriented to storage or distribution activities and require a small number of unskilled workers. Manufacturing establishments employing a smaller-than-average number of workers -- firms such as those engaged in electric goods and machinery, apparel and finished goods, printing and publishing -- are among the types that are becoming more numerous.

A representative sampling of 57 firms that moved from Jersey City between 1954 and 1964 reveals that the average number of workers employed by these firms was 143.2. The median was approximately 70. It is extremely significant to compare the above figures to a similar representative sampling of new firms which have located in Jersey City since 1959. Among these firms, the average number of workers employed is 17.5. Tables 11 and 12 illustrate this pattern more suffinctly.

Table 11 CHARACTERISTICS OF FIRMS THAT HAVE MOVED OUT OF JERSEY CITY, 1954-1965

Firms By Number of Employees

	Total	Number of Employees			
		1-49	50-99	100-199	200+
Number of Firms	54	18	15	12	9
Percent	100	33%	27.8%	22.2%	16.7%

Average Number of Employees 143.2

Median Number of Employees 70

Source: Jersey City Chamber of Commerce

Table 12 CHARACTERISTICS OF FIRMS THAT HAVE MOVED INTO JERSEY CITY, 1956-1964

Firms By Number of Employees

	Total	Number of Employees			
		1-49	50-99	100-199	200+
Number of Firms	71	56	4	11	0
Percent	100	78.9%	5.6%	15.5%	-

Average Number of Employees 43.8

Median Number of Employees 17.5

Source: Jersey City Chamber of Commerce

The firms that are presently settling in Jersey City will not provide a high level of employment and will not require higher skilled labor. They will not provide the City with substantial ratables and will not replace the return from those firms that have moved out of the City.

The overall manufacturing trends in Jersey City also are not particularly promising. The New Jersey Division of Employment Security reports that between 1954 and 1964 "covered" manufacturing employment in Jersey City decreased by 12,491, a decline of 30.6 percent.

Table 13 INDUSTRIAL EMPLOYMENT IN JERSEY CITY, 1954-1964

	1954	1964	Change In Employment 1954 - 1964 Number	Percent
Number of Workers*	40,829	28,338	-12,491	-30.6
Total Establishments	562	503	- 59	+10.5
Employees per Establishments	72.6	56.3		

*Employees covered by industrial employment
Source: New Jersey Division of Employment Security

The above data indicates that the number of industrial establishments in the City decreased by 59 firms (10.5 percent). The ratio of total employment to total establishments declined from 72.6 to 56.3 employees per establishment. The industries that have ceased operation or moved out of Jersey City provided greater employment per establishment than those moving into the City.

C. RETAIL ACTIVITIES

Retail sales in Jersey City declined considerably between 1958 and 1963. Table 14 indicates that the total number of retail establishments decreased by 568 units (18 percent) during this five year period. Actual declines in the establishments by business types range between 7 and 27 percent and represents a loss of 11,000 jobs.

Table 15 indicates comparisons in retail trade between Jersey City and other communities. The most striking change indicated is the fact that although the number of establishments in Jersey City's Central Business District (Journal Square) decreased by 16 percent, sales per establishment increased by 21 percent and total sales increased by 10 percent.

This sales growth indicates Journal Square's strong potential as an important shopping district not only for Hudson County but for other Northern New Jersey counties. When this is interpreted in light of the overall population decline that Jersey City has been experiencing, this trend assumes even greater significance.

The data relating to the type of retail establishments in the City (Table 14) shows that general merchandise, food, apparel, and gas station businesses have increased both in total sales and in sales per establishment. At the same time, the sales of heavier, bulkier, and more expensive products have declined. Small over-the-counter, convenience-good sales increased whereas sales of larger items decreased.

The decrease in the sale of larger types of merchandise may be indicative of the unwillingness of families to commit themselves to a debt situation. Local residents may be going outside of Jersey City for many of their purchases. It may be that in regard to these types of merchandise, retail stores in Jersey City do not provide shoppers with a sufficiently wide variety of goods.

Table 14 RETAIL SALES BY TYPE OF BUSINESS, JERSEY CITY - 1958 - 1963

Business	Number of Retail Establishments 1958	1963	% of Change	Retail Sales ($1,000) 1958	1963	% of Change	Sales Per Establishment 1958	1963	% of Change
General Merchandising	93	68	-27	9,585	10,625	+11	103	156	+51
Food	992	785	-21	84,274	82,500	- 2	85	105	+24
Apparel	345	311	-10	29,479	31,735	+ 8	85	102	+20
Furniture, Home Furnishings	171	148	-14	17,871	14,828	-17	105	100	- 5
Eating & Drinking Places	750	645	-14	31,806	32,892	+ 3	42	51	+21
Drug & Proprietory Stores	95	88	- 7	8,528	10,084	+18	90	115	+28
Lumber, Bldg. Materials	93	64	-31	9,292	5,331	-43	100	83	-17
Auto Dealers	65	72	+11	27,332	21,003	-23	420	292	-31
Gas Stations	169	132	-22	15,430	17,193	+11	91	130	+43
Other	478	370	-23	33,123	40,546	+22	69	110	+59
TOTAL	3,251	2,683	-18	266,721	266,737	0	82	99	+21

Source: U.S. Census of Business, 1963

Table 15 RETAIL TRADE COMPARISONS, JERSEY CITY AND OTHER CITIES - 1958-1963

Area	Number of Retail Establishments 1958	1963	% of Change	Retail Sales ($1,000) 1958	1963	% of Change	Sales Per Establishment 1958	1963	% of Change
New Jersey	68,377	62,630	-9	7,275,092	9,059,926	+25	106	145	+37
Newark	6,055	4,760	-21	673,937	665,252	-1	111	140	+26
Paterson	2,163	1,762	-19	211,462	206,669	-2	98	117	+19
Elizabeth	1,516	1,338	-12	156,939	173,289	+10	104	130	+25
Jersey City	3,251	2,683	-18	266,721	266,737	0	82	99	+21
Jersey City CBD	269	266	-16	39,272	43,232	+10	146	191	+31

Source: U.S. Census of Business, 1963

Table 16 RETAIL TRADE BY TYPE OF BUSINESS, JERSEY CITY CBD (JOURNAL SQUARE) 1958-1963

Kind of Business	Number of Retail Establishments 1958	1963	% of Change	Retail Sales ($1,000) 1958	1963	% of Change	Sales Per Establishment 1958	1963	% of Change
General Merchandise Group	10	7	-30	4,790	4,000	-17	479	571	+19
Food Stores	34	29	-15	7,434	11,445	+54	219	395	+80
Apparel, Accessory	86	66	-23	10,748	10,444	-3	125	158	+26
Furniture, Home Furnishings, Equipment, etc.	22	21	-5	4,779	3,842	-20	217	183	-16
Eating and Drinking Places	52	49	-6	4,439	5,289	+19	85	103	+27
Drug and Proprietary Stores	6	3	-50	2,043	1,691	-17	314	564	+65
TOTAL RETAIL STORES	269	226	-16	39,272	43,232	+10	146	191	+31

Source: U.S. Census of Business, 1963 Major Retail Centers

Table 16 describes the changes in sales that have occurred in the Central Business District (CBD) between 1958 and 1963. The number of each type of retail establishment has declined in this period. Further sales have declined for each grouping except for food stores and eating and drinking establishments.

Table 16 also describes the changes in the number of retail establishments and the total amount of sales in the Journal Square CBD between 1958 and 1963. Each business grouping showed a decline in the total number of establishments, ranging from 5 to 50 percent, with an average decline of 16 percent.

The decline in sales is largely the result of the decline in the number of establishments. Food stores and eating and drinking establishments, however, show sales increases of 54 percent and 19 percent, respectively. Whereas the number of food stores and eating and drinking establishments decreased by 15 and 6 percent respectively, the increase in sales may be attributed to the replacement of small retail operators by larger and more efficient chain operators and supermarkets.

Food sales in the CBD increased about 54 percent during the period 1958-1963. In 1963, the boundaries of the CBD were expanded to include the "Five Corners" area. Note that the number of establishments in the CBD nevertheless decreased by 16 percent, while total sales and sales per establishment increased by 10 and 31 percent, respectively. Because of the expansion of the CBD boundaries, the figures presented both for the decline in the number of establishments as well as the growth in sales are therefore understatements. In any event, a case for the revitalization of Jersey City's CBD is evident.

III SYNTHESIS

The purpose of this report is to identify the various economic problems which prevail in Jersey City such as diminishing sources of City revenue, unemployment, a growing unskilled labor force, the existence of unproductive, idle land, the lack of an adequate amount of risk capital investments, and declining retail, wholesale, and manufacturing activities. The overall objective of this study, and the other preliminary Master Plan Technical studies is to designate, classify, and understand the problems of Jersey City in order that the factors of deterioration can be both considered and rectified through the recommendations presented in the revised Master Plan.

Part of the approval for problem solution is to project the probable benefits that will accrue to the City assuming the long range effectuation of the goals stated below. The following is a capsulized stateme of Jersey City's economic problems and the goals relative to them.

A. PROBLEMS

1. The decline of employment in the manufacturing, retail, an wholesale sectors.
2. The declining number of available job opportunities and the deteriorating quality of the available opportunities.
3. The exodus of larger corporate employers from the City.
4. The development of low yield, low income industries in the City.

5. The loss of revenues from properties formerly devoted to railroad uses, now idle, mainly along the waterfront.
6. The declining retail trade activities in the City.
7. The decline in both the importance and the competitive position of the Central Business District in relation to other retail outlets in the region.
8. The loss of citizens engaged in skilled, semi-skilled, professional, and the managerial types of employment.
9. A greater proportion of those people whose job abilities fall within the unskilled categories make-up the City's resident labor force.

B. GOALS

1. The promotion and development of stable, efficient types of growth-oriented, high yield industrial complexes in Jersey City -- along the waterfront and in the Meadowlands.
2. The revitalization of Journal Square as a multi-functional Central Business District -- an urban center with commercial, retail, administrative, cultural, and transportation facilities.
3. The promotion of a healthy mix and variety of jobs in Jersey City that will enable the City to attract a regional market.

4. The replacement and/or substitution of Jersey City's heavy dependence for its revenues on the property tax through the introduction of more innovating revenue devices.

5. Job training and education programs for those citizens who are unable to compete favorably in the regional job market.

6. The provision of a variety of housing types, community facilities, and other amenities that will prompt middle and upper income families to select Jersey City both as a residence and as a place to work.

7. The reduction of the level of unemployment to a maximum of 2 percent.

---

* These goals suggest the need for the following studies:

1. Analysis of growth potential, stability, revenue producing characteristics of industries suitable for location in Jersey City.

2. Analysis of the economic status, space needs, transportation needs, etc. of industries now operating in Jersey City.

3. Analysis of the CBD and its regional market potentials.

IV RECAPITULATION: A DECISION MATRIX

Since the nature of the planning process is synthetic, the final recommendations are made relative to public policy and the future directions in which Jersey City must move will also reflect this synthetic character. Such recommendations must be based on a scientific consideration of the series of facts presented in the foregoing analysis, coupled with the values relative to them held by different segments of the City's population.

The objective here is to isolate the crucial facts delineated in the previous section. These will serve as the input factors in the model being constructed. A consideration and weighting of these facts and related values will facilitate the rendering of correct decisions regarding Jersey City's future. These decisions will be synthetic by nature -- i.e., new entities that are different in form from the inputs (facts and values) upon which they are based. Yet, they will reflect the integral ingredients (facts and values) which constitute their basic make-up.

Chart 2 identifies the most important facts pertaining to Jersey City's economic climate discussed earlier in this report. Next, it designates those values which contribute to or are associated with the existence of the fact conditions, where appropriate. It also shows the related general goals as well as the type of decision and general procedures that constitute the initial steps toward policy effectuation.

PROBLEM IDENTIFICATION - A MATRIX OF DECISION MAKING

Facts	Values	Goals	Decision Type	Procedural Steps
1.Formidable declines* in employment classification among Jersey City's resident population: a. Professional -5% b. Managers -31% c. Clerical -13% d. Sales -15% e. Craftsman -22% f. Operatives -10% g. Service -9% h. Laborers -27%	1.Many citizens who value a style of living not offered to them in Jersey City are leaving. Former social attachments to the City are precluded by citizens' placing a higher value on certain amenities not offered in Jersey City. The accessibility to employment and New York City that was of paramount importance in the past has been somewhat negated by the automobile and the desire for a suburban life.	1.Balanced economic community-providing employment, housing, community facilities that will attract a regionally oriented market - both employers and employees to the City. Industries that will provide City with revenues as well as the population with jobs: service industries, apparel industries, electric industries, manufacturing food processing.	1.Computation	1.Computation of those ingredients that comprise a balanced economic environment for Jersey City. Industrial redevelopment studies In-put Out-put Analyses Cost-Benefit Studies Waterfront Development
2.Non-whites will represent 22.8% of population in 1970 (projection).	2.Inexpensive housing, unskilled employment attracts minority segments of the population to Jersey City at present.	2.To provide a variety of housing offering choices re:cost and type that will appeal to all segments of a regional market	2.Majority judgment	2.Public sector and private interests must combine efforts to meet goals that both must agree upon.
3.Larger corporate employers, who provide semi-skilled and unskilled employment opportunities are leaving Jersey City. The median number of persons employed by 54 firms that left Jersey City between 1954-1965 was 70.0 (mean=143.2). The median number of people employed by 71 firms that have located in Jersey City since 1956 is 17.5 (mean=43.8) in movement of low value added, low yield, low employment firms.	3.4.,5.Rising taxes in the City, automation, tax incentives offered in other areas, decline in the significance of accessibility to New York City and the premium that must be paid for it, prompt corporations to abandon their Jersey City locations. Outlying areas offer corporations a chance to "spread out" and to insure themselves a captive labor source. Corporations can take steps to provide their employees attractive, low cost, low density housing. In Jersey City, excessive costs preclude the accomplishment of the same.	3.Providing incentives for industry to locate in City: a. Easy transportation b. Variegated job markets c. Attractive sites d. Tax incentives Provide opportunity for employees associated with industries to locate their families in Jersey City - provide the amenities of good housing, community facilities, shopping, etc.	3.Majority judgment	3.The various sectors of the City's population must pool their knowledge in order to determine the exact complexion of the types of activities they wish to see in Jersey City and the extent to which municipal policy will reflect these choices.
4.Manufacturing Activities 1954-1964. 30.6% decrease in total number employed 10.5% decrease in total number of establishments		4.To provide both a labor market to fulfill employment needs of industry as well as incentives to such industry (sites, easy insulated transportation systems, housing for employees).	4.Computation	4.Designation of the types and amounts of wholesale oriented activities that will meet the City's need in terms of available space of locations, revenues, and employment opportunities.
5.Retail estalishments, 1954-63. 23% decline in total numbers 11% " " jobs		5.Provide Jersey City with a true regional-oriented shopping, government, and civic center.	5.Computation	5.Delineation of the character of Jersey City "center" in terms of the function it can serve both for the City and the Region. Types of Establishment, transportation facilities.
6.Gradual exodus of White, middle income families from Jersey City.		6. Providing jobs as well as an attractive environment which will allow Jersey City to compete for residents with outlying suburban areas. To provide a healthy and harmonious population mix.	6.Majority judgment	6.Physical environment choices - types of housing modes of living communities facilities
7.20% of the workers in the Jersey City Labor Market Area are engaged in unskilled employment. The average expansion rate of job opportunities in this category is 50% less than the expansion rate of all other job categories.		7. Programs of job training and education to upgrade both the status and skills of workders enabling them to compete in the regional market.	7.Majority judgment	7.&8.Pooling of the knowledge of interested agencies and groups in the City to arrive at a concensus as to the needed types of social programs that will upgrade the character and skills, mode of living and wages of the working class.
8.A large segment of the population migrating to Jersey City consist of people who will fall within the unskilled job categories.		8. Provide employment to meet needs of the people, and simultaneously attempt to upgrade their job skills via education, training programs.		

*Weighted average male and female rates of decline, 1950-1960, based on U.S. Census data.

It is hoped that the method of presentation employed here will point up the inter-related character of the problems which the City faces. For example, a program aimed at elevating the job skills of the population will also have the supplementary effects of increasing the City's attractiveness as a labor market, attracting outside corporate interests and residents to locate in the City, and playing an indirect part in curing some of the social pathologies of the jobless and unskilled.

In this respect, a decision to attract industries into Jersey City which might initially involve substantial municipal expenditures could carry with it broad effects that simultaneously could cure other inadequacies that prevail in the City.

The inputs which are included in the decision model also reflect the fruits of analyses of Jersey City's problems over time, as well as the analyses and positions of other agencies and departments in the City Administration.

Any decision consists of facts and values (D = F+V). The main elements of decisions are alternative courses of action, differential consequences of the several alternatives (means) and evaluation of the potential outcomes on some scale of desirability (ends).

By formulating the kinds of decisions pertaining to logical future policies for Jersey City's economic growth and development, the City will be in an excellent position to specify plans. The crucial facts and values outlined in the diagram which follows involve the existing problems that the City must face in regard to its economic base and its labor force.

The scientific approach to decision-making originally developed by Herbert A. Simon* and later expanded by Thompson and Tuden** involves the classification of decision types. The two variables, causation and preferences, are reflected against the additional question of whether there is agreement or consensus within the decision-making group regarding these two matters. A four-fold typology of decision results which becomes the heart of the decision-making model.

		Preferences About Outcome	
		Agreement	Disagreement
Beliefs About Causation	Agreement	Computation 1	Compromise 2
	Disagreement	Judgment 3	Inspiration 3

The numbered boxes above represent the four types of decisions.

*Simon, Herbert A., "Administrative Behavior", Second Edition, MacMillan Co., New York, 1961.

**Thompson, James D., & Tuden, Arthur,"Strategies, Structure, & Processes of Organizational Decision", Comparative Studies in Public Administration, Chapter 12, University of Pittsburgh Press, 1959.

V CONCLUSION:

THE PATHS OF ASCENDENCY
THE MULTIPLIER EFFECTS OF SOUND PLANNING

The vision of Jersey City as a significant and prosperous contributor to the economy of the region, and as a desirable and valuable location both for industry and people is essentially the theme that underlies our efforts in this report, in the other preliminary master plan reports, and in the numerous other planning and renewal projects in which the City presently is engaged.

This single theme is indicative of the City's recognition of the inveterate potential that at present lies untapped and dormant in Jersey City. It is a belief that a city which possesses natural amenities such as location, accessibility, transportation linkages, a vast waterfront, areas ripe for industrial, residential and commercial development, can be elevated to prominence through determined planning programs.

Since 1940, communities in suburban counties surrounding New York City have experienced phenomenal growth. There has been much adverse criticism directed at the drabness, monotony, and socially narrow attitudes that prevail in such communities.

In Jersey City, there exists the challenging opportunity to reconstruct an environment exhibiting the great amenities of true urban living.

An initial determined effort to attract new industry into Jersey City would have multiplier effects that would serve as a catalyst to a wide range of social and economic expansion activities. For example, the successful realization of a program to attract new industries to locate in the City would provide a number of new job opportunities. The following are examples of the multiplier effects of such an event:

1. The proportion of people in the Jersey City labor force working within the corporate limits of the City would increase.
2. People would be attracted to Jersey City for jobs and housing.
3. There would be a significant, constantly expanding increase in the amounts of risk-capital invested by private interests both for industrial and residential development. The necessity for government assisted financial programs would substantially decrease overtime as the economy of the City gains the potential and the ability to renew and expand itself. As a result, the City would benefit from increased property tax revenues.
4. Unemployment rates in the City would decrease. Those eligible for new jobs among the City's unemployed would be the most immediate available source for filling jobs. Job training and education programs would provide a vehicle for successful advancement.

5. Tax revenues collected by the City would increase substantially.

6. Such a concentration of industrial activity and increased population (both new residents and those who come to Jersey City during business hours) will spur retail activity as well. There will be a larger market for a whole range of retail establishments. Sales volumes in existing establishments would also increase. General improvements, expansions and additions to existing retail establishments as well as the construction of new establishments would also serve to increase the City's tax revenues.

In the absence of intensified economic data relative to Jersey City's economy, this report has barely skimmed the surface. It has attempted only to discuss existing conditions and to outline goals and policy implications. The Report must be considered in context with the other studies that make up the preliminary Master Plan series. Only when the proposals espoused in each of these studies are related to one another do long-range plans for the future of Jersey City become meaningful.

THE CITY OF JERSEY CITY

Thomas J. Whelan
Mayor

John F. Moriarty
Business Administrator

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NOTE: Jittu Bhatnager was Chief of Comprehensive Planning until October 1965, and had the responsibility for the preparation of the Master Plan technical reports. Subsequently, H. Michael Abeloff assumed responsibility for the preparation of these reports.


DEVELOPMENT
JC
PLANNING
REVIEW



housing code compliance

COMMUNITY RENEWAL PROGRAM

TECHNICAL REPORT

1965

of jersey city / office of the mayor / division of planning

of jersey city / the redevelopment agency

OFFICE OF THE MAYOR

THOMAS J. WHELAN — MAYOR

CITY HALL
JERSEY CITY, N.J. 07302

July 9, 1965.

Hon. Thomas M. Flaherty and
Members of the Municipal Council
City Hall.

Dear President and Members of the Council:

Enclosed please find a program for Housing Code Compliance and other elements of the Workable Program for Community Improvement prepared by my Development Staff. I have adopted and endorsed the recommendations contained therein and I herewith refer them to the Council and other concerned municipal agencies requesting your action and assistance as required.

On July 6, I referred to the Municipal Council a comprehensive amendment to the Administrative Code including, among other provisions, the establishment of a new Division of Housing and Neighborhood Maintenance in the Department of Health and Welfare. In the following several meetings of the Council, I will request a number of actions to further implement this program. Specifically, among others, I will request whatever budgetary changes are necessary to provide a minimum of ten field inspectors and supervisory and clerical personnel to begin the compliance program this year, and adoption of the 1965 American Insurance Association Fire Prevention Code.

To the Municipal Courts I address a special plea that you give attention to the need for firm enforcement in cooperation with the new Division so that persistent violations of the Housing Code will not go unpunished while those citizens seeking to improve their properties will be encouraged.

I would welcome your suggestions and recommend to you the actions outlined herein as drastically needed to improve the housing situation in Jersey City. I call to your attention the fact that several of the recommendations are in keeping with President Lyndon B. Johnson's program for improving and beautifying urban areas.

Sincerely,

Thomas J. Whelan

Thomas J. Whelan
Mayor.

CC: Hon. Julian K. Robinson
Hon. Louis P. Brenner
Raymond Chasan, Esq.
William George, Esq.
Albert A. Fiore, Esq.

CITY OF JERSEY CITY

THOMAS J. WHELAN
Mayor

A PROGRAM FOR SYSTEMATIC HOUSING CODE COMPLIANCE-- AND OTHER ELEMENTS OF THE WORKABLE PROGRAM FOR COMMUNITY IMPROVEMENT FOR 1965

DEVELOPMENT STAFF

Sidney L. Willis
Director of Planning

Charles C. Nathanson
Executive Director
Redevelopment Agency

Alvin E. Gershen
Development Advisor

Division of Planning
Office of the Mayor
City of Jersey City
July 1965

DIVISION OF PLANNING
CITY OF JERSEY CITY

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ATE: June 7, 1965

O: Mayor Thomas J. Whelan

ROM: Development Staff

E: RECOMMENDATIONS FOR IMPLEMENTING THE PROGRAM FOR SYSTEMATIC HOUSING CODE COMPLIANCE

Introduction

Continued Federal annual certification of the City's Workable Program requires a number of immediate actions, particularly in housing code enforcement and compliance. Need for expanded code compliance program goes beyond Federal requirements. Some 25,000 substandard dwelling units now exist in Jersey City. The predominant majority of these cannot hope to be in a renewal, housing or rehabilitation project in the next decade. Emphasis of a new program must be on housing quality and neighborhood environment, including housing repair in conjunction with maintenance and improvement of municipal facilities and services in neighborhoods.

Many enforcement activities already underway are administered in various departments. They require formal coordination, including central records keeping and referral procedures among agencies. It is important to distinguish "compliance" from demolition. The predominant number of dwellings are not subject to clearance but to minor improvement with the encouragement of the City. Since the entire City cannot be inspected at once, there must be selective area by area enforcement. Financing and relocation requirements and problems must be worked out in each area selected to avoid difficulties at the outset. Priority should be the better areas located at the fringes of the more seriously deteriorated neighborhoods.

Recommendations

1. Establish a Division of Housing and Neighborhood Maintenance.

2. Appoint a Codes Review Committee from the Slum Clearance Committee with several citizen members.

3. The Community Renewal Program to prepare a detailed study of all City codes and code enforcement procedures.

4. Municipal Council to adopt the 1965 American Insurance Association Fire Prevention Code and the 1962 National Bureau of Fire Underwriters Electrical Code.

5. For citizen participation, appoint an advisory group for development.

6. To provide overall guidance Planning Board to complete comprehensive plan report.

Detailed Recommendations

1. Establish a Division of Housing and Neighborhood Maintenance in the Department of Health and Welfare The Division to have the following responsibilities:

   a. Conduct a program of systematic housing code inspection on a neighborhood by neighborhood basis as directed.

   b. Enforce housing violations through hearings and the courts as described in the existing Housing Maintenance Code, Ordinance K-1704.

   c. Urge the municipal courts to take strong and effective action against persistent violations where those responsible for harmful conditions are not cooperating with the community.

   d. Refer observed alleged violations of building electrical, and other codes to presently existing agencies for enforcement.

   e. Serve as coordinating and referral agency for related enforcement of all other codes by the existing responsible agencies, maintaining central records and follow-up procedures.

   f. Establish In-service Training Program for all code enforcement staffs in conjunction with Rutgers, the State University.

g. Receive citizen complaints, formally channel them to responsible agencies and follow-up actions taken.

h. Assume staff and operational responsibilities of the existing Slum Clearance Committee.

i. Administer demolition of condemned properties.

j. Assume administration of receivership properties under Ordinance G-38 after amendment.

k. Coordinate City agencies in the clean-up and maintenance of municipal properties simultaneously in neighborhoods where codes are being enforced.

l. Contract with the Jersey City Redevelopment Agency to provide relocation services for families displaced by municipal public action.

m. Serve as agency to administer municipal action including surveys where indicated in conjunction with the Jersey City Redevelopment Agency program, in connection with rehabilitation projects, code enforcement projects and the Community Renewal Program under Title I of the Housing Act.

n. After program is underway assist in organizing neighborhood councils and neighborhood improvement centers in conjunction with the program of CANDO and others.

o. Eventually (by 1966) an annual budget of $250,000 required to be appropriated.

(1) Division Rehabilitation Consultant full-time at $12,000 to $15,000--a qualified code enforcement specialist initially engaged under a 2-year contract.

(2) Staff of 20 inspectors, and 4 clerical required for program by 1966 (HHFA recommends 1 per 1000 deficient dwellings). Inspectors to meet all Civil Service requirements.

(3) Equipment and expenses: $30,000.

(4) Emergency appropriation and/or budgetary transfer to provide for consultant's 2-year contract and minimum required staff to organize and begin program in 1965. Full staff (20 inspectors) in 1966 budget.

2. Enlarge the Slum Clearance Committee, redefine its function and rename as Codes Review Committee to consist of all present members of the Committee plus the Development Consultant-Director of Planning, Executive Director of the Redevelopment Agency and one or more citizen members of advisory committee.

   a. Staff services to the Committee to be provided by the new Division.

   b. Review all codes and ordinances as required by HHFA.

   c. First reviews to be completed in one year.

   d. Occupancy permits to be considered as a control technique.

3. Under the Community Renewal Program Study an analysis of the code procedures and effectiveness will be conducted using modern techniques, input-output analysis and, if feasible, electronic data processing.

   a. Rehabilitation recommendations of the CRP will include areas where intense enforcement will be successful.

   b. Analysis of economic and relocation implications of code enforcement will be completed.

   c. Recommendation for areas in which to apply new Federal programs for code enforcement will be made.

   d. Problem of code enforcement in designated redevelopment areas will be reviewed.

4. Municipal Council must at the earliest date adopt the following:

   a. 1965 American Insurance Association Fire Prevention Code.

   b. 1962 National Electrical Code if legal determination is made that it is not automatically in effect.

5. After development staff review establish a development advisory committee as HHFA required citizen renewal advisory group. Relate Parking Advisory and other development groups to it.

   a. Appoint Sub-committee on Minority Group Housing after full review of development committee needs.

   b. Assign Division of Planning as staff secretariat to the advisory committee.

6. Division of Planning to prepare Comprehensive Master Plan Report to present to Planning Board for public hearings and adoption. Plan report to be completed by December 1965 in four steps.

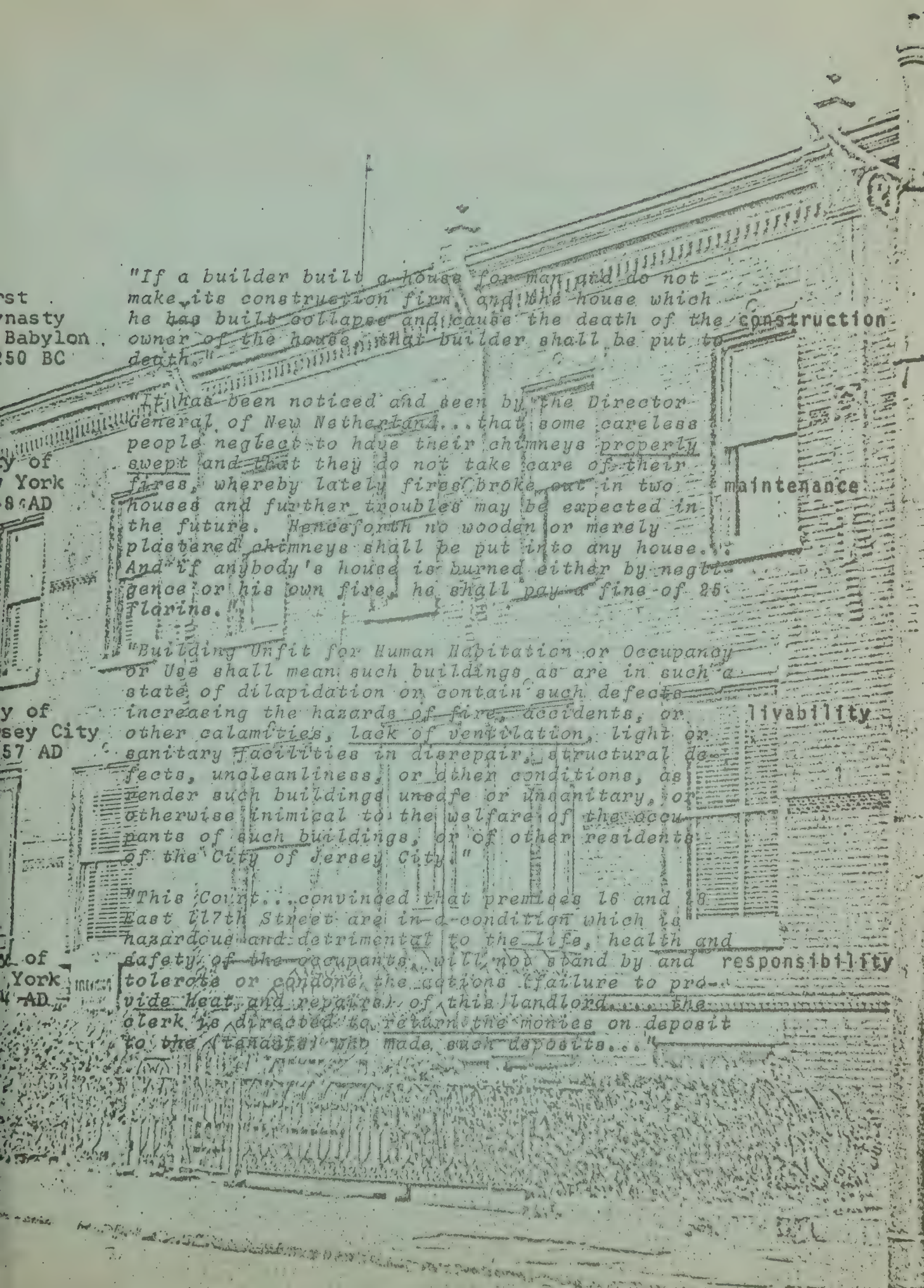
Council Actions Required

A. Adopt Fire and Electrical Codes.

B. Amend Administrative Code to establish new Division and transfer responsibility for housing code from Division of Buildings.

C. Emergency Appropriation or budgetary transfers to provide for new Division.

D. Approve contract with Code Enforcement Specialist following a nation-wide recruiting program.



"If a builder built a house for man and do not make its construction firm, and the house which he has built collapse and cause the death of the owner of the house, that builder shall be put to death."

construction

"It has been noticed and seen by the Director General of New Netherland...that some careless people neglect to have their chimneys properly swept and that they do not take care of their fires, whereby lately fires broke out in two houses and further troubles may be expected in the future. Henceforth no wooden or merely plastered chimneys shall be put into any house. And if anybody's house is burned either by negligence or his own fire, he shall pay a fine of 25 florins."

maintenance

"Building Unfit for Human Habitation or Occupancy or Use shall mean such buildings as are in such a state of dilapidation or contain such defects increasing the hazards of fire, accidents, or other calamities, lack of ventilation, light or sanitary facilities in disrepair, structural defects, uncleanliness, or other conditions, as render such buildings unsafe or unsanitary, or otherwise inimical to the welfare of the occupants of such buildings, or of other residents of the City of Jersey City."

livability

"This Court...convinced that premises 16 and 18 East 117th Street are in a condition which is hazardous and detrimental to the life, health and safety of the occupants, will not stand by and tolerate or condone the actions (failure to provide heat and repairs) of this landlord. The clerk is directed to return the monies on deposit to the tenants who made such deposits..."

responsibility

A PROGRAM FOR SYSTEMATIC HOUSING CODE COMPLIANCE

SUMMARY

Only by initiating a vigorous and systematic housing code compliance program can reasonable progress be made in the upgrading of the 25,000 substandard housing units now existing in Jersey City, and in the prevention of further deterioration in sound neighborhoods.

There is no question as to the problems and difficulties that have been and are to be encountered in moving toward positive and meaningful compliance under the City's Housing Code. These problems range from misunderstanding and opposition by property owners and tenants to the limited resources of municipal funds and staff for carrying out the job. It is, however, a job that must be faced up to and accomplished; and solutions to these problems must be found if we are to maintain Jersey City as a city of decent and safe neighborhoods. Moreover Federal certification of our Workable Program and thus eligibility for needed urban renewal, housing, and other Federal aids are at stake. Future renewal efforts will be severely limited without adequate housing code compliance.

The City's goal is to satisfactorily treat the 25,000 substandard housing units so that standard and properly habitable housing results. While some dilapidated structures must be demolished and replaced, many can be rehabilitated. The enforcement of the maintenance codes is a cornerstone in upgrading the livability of Jersey City.

RECOMMENDATIONS

As soon as is reasonably possible, the following items should be effected:

1) Implementation of the planned and systematic comprehensive long-range housing code compliance program under the direction of an agency designated as the Division of Housing and Neighborhood Maintenance with the participation and assistance of the City's executive and legal staff, and the Division of Planning.

2) Recruitment and training of sufficient staff with a professionally qualified Director to initiate compliance; provision of appropriate office space, transportation, and records systems.

3) Initiation of a city-wide educational effort to acquaint the executive departments, the City Council and the public with the codes program and to gain their support.

4) Consideration of the adoption of new administrative procedures such as of licensing, utility connections, and alteration permits relative to substandard housing.

PROPOSAL OUTLINE

1) Compliance Program

code compliance program
annual work load
referral system
central complaints
receivership process
neighborhood improvements

2) Sufficient Staff and Budget

annual budget
administrative manual
records handling
training

3) Educational Effort

housing handbook
newspapers
paint up

4) Consideration of New Administrative Procedures and Techniques

licensing
certificate of occupancy
utility services
demolition
welfare
relocation
housing bank
housing depreciation fund

1) Compliance Program

While several and various public and private actions are required to bring a neighborhood up to a suitable standard, the focal point of neighborhood improvement is systematic housing code compliance. It is proposed that a code compliance program be instituted to eventually cover the entire City, which will operate on an area basis covering thoroughly each neighborhood, not only responding to complaints but more importantly, inspecting every housing unit, door by door and block by block. Care must be taken that compliance actions will produce an increase in standard housing units without creating excessive financial or relocation hardships in any particular areas. Where difficulties result in achieving compliance, it would be the City's responsibility for providing or coordinating the resources to meet these problems.

The operating agency should publish an annual report so that progress along these lines can be measured and the costs and benefits can be ascertained. Showing the increase or decrease of the housing stock would be an important corrallary. Graphic publication of conditions and progress would be useful both to the enforcement agency, other city agencies and officials, and to inform the public.

The City has 91,915 housing units (excluding rooming units) of which 24,657 are substandard. Of the latter, 6458 are without hot water, 6159 are without private flush toilets, and 8749 are without private bathtubs or showers; each of these are in violation of the Plumbing, Health or Housing Codes. Assuming that each unit in the City should be inspected at least once every three years, there would be an annual work load of about 41,000 units including about 8000 reinspections and 2000 responses to complaints. There should also be, for productive efficiency, teams of inspectors; a referral system for those noted violations under other codes, but not covered by the rather inclusive housing code, can insure prompt attention.

One of the worthwhile tools in the operation of housing code compliance is the central complaints telephone. This could be staffed 24 hours a day (as in New York City) at times other than normal office hours by Fire Prevention Bureau personnel because of its sizeable potential contribution to the fire prevention program. The possible fire hazards in Jersey City, though presently well supervised by the Bureau, are cathasthrophic. As a pertinent example, the National Board of Fire Underwriters reported in 1952 that a fairly large fire in one city caused 70 other fires in the immediate neighborhood by the flying embers. The Jersey City mix of [illegible] industrial facilities and aged residential structures provides just such another opportunity.

The single complaints number (perhaps HOUSING 4687464) appears to be effective for New York City, which adopted it after much encouragement on the part of civic associations. New York City's Central Housing Complaints telephone reception has been easy to use, and responsive and cooperative to complainants. At times this service has secured prompt remedial action by notifying the landlord by telephone of receipt of a complaint of violation.

For those substandard properties posing difficult problems (perhaps 50%) for the landlord, the tenant and the City in achieving compliance, there are various methods, if vigorously pursued, that will satisfactorily bring compliance. Those buildings which are in violation of codes over a period of time--which have not responded to the encouragement of the inspection process, the inducement of avoiding court appearance, the availability (or lack) of private financing--are subject to the receivership process (City Ordinance G-38). Though the present responsibility--for declaring buildings in need of repair and receivership--is in the City Council, the Director of Housing and Neighborhood Maintenance should make the receivership determination after the appropriate hearings. The receiver appointed to effect the repairs of the property could be the Redevelopment Agency. The Agency would develop a staff to implement this kind of property repair in both a rehabilitation project manner and in individual cases as above (in a sense, the entire city could be a rehabilitation project). At present the City Council is empowered to make the determination and appoint the receiver; this could continue, with the foregoing administrative adjustments, or these adjustments could preferably be formally adopted by ordinance of the City Council.

Cost of repairs to the property by the receiver is a prior lien to existing mortgages. General experience in this kind of deteriorated housing is a cost of repair of about $2000 per housing unit with a prior value of about $3000 (ACTION, 1956).

If the City embarked upon a hypothetical program, which should be further explored, of annually restoring 300 units--

24,000 substandard units

20 year program

1,200 units per year

600 units privately restored annually

300 units removed annually

300 units publically restored annually

--then an annual capital fund of $600,000 would be necessary, most of which could be recovered, including possibly the cost of operating the program.

Generally also, visible neighborhood improvements effected by the City would give tangible witness to the residents that serious efforts are being made to improve their specific living conditions. Uniformed inspectors, while carrying out their primary duties, would be encouraged to receive complaints or suggestions on neighborhood conditions. This information could be of some value in reviewing or proposing improvements and could be a basis for the establishment later of neighborhood centers to aid and encourage citizens to upgrade their housing.

The Division of Planning would be the major source for analysis of the basic problems involved, and would be in an ideal, if not imperative, position to program the broadest operations of the enforcement agency through the areas of the City. The Planning Division's role will be of particular importance in assessing the enforcement program's contribution to the Workable Program, and in developing an orderly process for utilizing the recently inaugurated Federal aids for qualified code enforcement programs. This does not in any way diminish or intrude upon the enforcement agency's administrative responsibilities; but the compliance program's implications to the City's renewal and development program necessitates that it be closely allied with the broad planning framework.

2) Sufficient Staff and Budget

The Program must be provided with adequate resources so that it can effectively carry out its designated purpose of upgrading substandard housing. The structure of its organization should be intelligently designed so that it first can accomplish its mission, secondly do it with efficiency, and thirdly contribute to other programs or efforts of the City.

While the housing code can be administered by an agency that also administers the health or building code, usually a separate agency is established for that purpose. Nor are there overwhelming arguments for jurisdiction; traditionally, Health Inspectors have a sanitarian background, Building Inspectors have a structural background. Neither is absolutely appropriate for fully determining the occupancy standards for housing accomodations, though the sanitarians are probably closer--and housing regulations have largely and traditionally been developed by the health field. There should be a specially oriented, uniformed field inspection staff large enough to effectively carry out the intended scope of the inspection program. This staff should refer to the appropriate department the possible violations not covered by the broad housing code, but which are under the jurisdiction of other agencies.

The responsibility for the present housing code is delegated to the Division of Building Codes and Permits. However a separate agency should be set up since building construction control is a fundamentally different process from the enforcement of housing standards and there should be no misunderstanding that Building Inspectors and Housing Inspectors are not reciprocally trained for each other's duties. The Division of Building Codes and Permits should remain essentially as presently constituted, but the housing compliance program should be organized into a Division of Housing and Neighborhood Maintenance, with a great deal of attention as to placing it in a position in the City's administration where it can function most effectively.

The direction of the program should be advised in the first two to five years by a practicing codes enforcement specialist with at least five years in the housing field, he should have a strong awareness of the broad development implications of the City's various renewal efforts. The functions of the office will require a good administrator with a keen sense of housing livability.

An inservice training program can fully qualify personnel to determine housing, maintenance, sanitary, and occupancy conditions. Monthly training seminars should be presented by experts from the Fire Prevention Bureau, the Department of Health and Welfare, the Division of Building Codes and by others selected for their value and competence by the Director. These sessions should be universally attended by the inspectors; absentees should be thoroughly briefed at a later time. In order to promote further professional interest in systematic housing code compliance and generate inter-agency cooperation, an effort should be made to establish in the Northeastern New Jersey Region an extension course on Codes Enforcement, to be taught by Rutgers, The State University, and to be attended by the responsible officers of the municipalities in the region. It would be reasonable to expect certain cooperation and assistance for establishing this educational function from the National Association of Housing and Redevelopment Officials and from the Urban Renewal Administration under the provisions of Title VIII. It could possibly serve the purposes of a demonstration project.

The setting up of a new housing enforcement agency will initially require an estimated annual budget of about $225,000. Each inspector can handle an annual case load of about 2000 housing units, spending 80% of the time in the field, 10% of time in the office, and 10% in Court. Back-up personnel should run something like one clerk per five inspectors, one administrative secretary, the Director, and a half-time Law Department representative for a total of approximately $48,000 for office salaries and $140,000 for the 20 inspectors. Office overhead would run perhaps $30,000.

Transportation must be furnished and the inspectors' mobility can be assured by using the three wheeled-enclosed scooters of the type presently used by many police and utility services. This presence would also give further visible witness to the City's willingness to invest in better neighborhoods.

The agency will require the latest administrative and records handling techniques due to the extent and complicated nature of its work load, and could serve as a model of administration for other City services. An administrative manual should be prepared to detail out all functions and procedures. Many refined automated data processing systems have already been established for this kind of activity and there would need be no experimental element involved. A simple and adequate long term least-cost data system could be readily established with a qualified consulting firm. The consequent data would also be a major analytical component of the immediate and long range planning and development framework of the city.

3) Educational Effort

Those responsible for compliance--inspectors, code experts, advisors, and others--should not conceive of it as merely a device for law enforcement if its objective is to be successfully achieved. They must see it as a cooperative relationship between the City and the property owners and occupants for maintaining or improving property in their own self-interest as well as the interest of the whole community. To foster this relationship there are several techniques that should be used to encourage the public to accept the code compliance program as one of their own personal and civic concern. A housing handbook is now being prepared, which gives fully and concisely in ordinary terms, the requirements of the housing code and the various other codes and related matters that every landlord and tenant should know.

A modest but presumably effective and resourceful public information service is presented by the daily newspaper column "Mr. Fixit Reports" in the Jersey Journal. This column explains its function as bringing the reader's questions to the attention of the appropriate public official, utility official or government department. A question on codes enforcement is generally discussed every several weeks with a suitable degree of accuracy and indications of official cooperation. However this feature and other similar features in the local papers can be of even greater value relative to a broad program of education and information.

The Chamber of Commerce and the Junior Chamber of Commerce might assume the responsibility for part of the educational effort as they have in the past. The Chamber can enlist the participation of business groups, civic organizations, schools, and churches. Local businesses, particularly hardware, paint, and building supply dealers can provide specific support, including information and advice.

A tie-in to the Clean Up-Paint Up-Fix Up campaign, perhaps called Paint Jersey City Modern, would be a city wide program of painting all weathering surfaces. These efforts would be more concrete than those periodic campaigns that we have become inactively accustomed to. An architectural committee could recommend a range of colors particularly suitable for specific uses. This committee should also provide sketch plans of harmonious colors for various neighborhoods. Beginning with public facilities, there could be bright colors for park equipment pastels for some street furnishings, orange for fire hydrants, lemon-yellow for the presently illegible traffic signals pastel blue for elevated-overhead structures, and distinctive colors for various types of establishments such as acqua-blue for school trim. The City of Norfolk has used eye-catching color on

otherwise dull, depressing industrial structures as part of their urban renewal efforts. Art classes, particularly school children, could paint light-hearted murals on drab, monolithic industrial walls as they have successfully on the Lower East Side in New York City.

This design concept could be extended to discourage nuisances such as red neon advertising at eye level which fatally interferes with traffic signal legibility. A comprehensive architectural code for outdoor advertising displays, including overhanging sidewalk signs, should include models and incentives to achieve certain desirable design characteristics for this pervasive aspect of the human environment.

The inhabitant of the older Jersey City, unlike the newer suburbanite, is chased and surrounded by wheeled machines, his shade trees have become extinct, his narrowed sidewalk has become cluttered by sign posts, parking meters, and lamp posts. Obviously both the City and the property owner share the responsibility to attain a partial realization of the orderliness, cleanliness and the other amenities more easily achieved by newer areas. However, havoc can be created in the name of modernization when establishments misguidely use inappropriate materials, proportions, or colors in renovating their property.

"Paint Jersey City Modern" could be a four year program, concentrating on two neighborhoods each year. Rough estimates of this program's cost can be made on a square footage basis for each neighborhood and then compared with the largely intangible but clearly recognizable community benefits. Among the many results would be the broad encouragement of property maintenace at every level and detail. The scope and contribution of such a rather simple endeavor can be impressive. For instance, one major city in a short program had 34,000 homes painted, 14,000 trees planted, and 11,000 major building repairs made, all on a voluntary, no tax-cost basis.

4) Consideration of New Administrative Procedures and Techniques

The housing code compliance program is related to many diverse matters, and certain revised procedures or innovations may assist in more smoothly accomplishing goals that would otherwise have to contend with administrative hard edges and friction. Some revised procedures have already been mentioned, such as automated data processing. While further procedures can be suggested now other revisions will undoubtably be worked out as the program develops. Particularly in long range terms, both the Division of Planning and the Redevelopment Agency through the Community Renewal Program will be able to develop new techniques for the job and to assess the contribution of those already in effect.

A licensing program, already authorized by Ordinance, G-38, should be implemented for all rooming houses and multi-family dwellings in Jersey City. This can provide the City with positive control over two of the most commonly blighting factors. Each premises in the City should be inspected at least once every three years, including at time of title transfer. Rental properties should probably be inspected each year under a procedure similar to licensing food establishments, providing a certificate of occupancy for sufficiently suitable quarters. This evaluation of the level and quality of maintenance of the property should be made a permanent part of the history of the property in official City records so that possible public liability can be ascertained prior to transfer of the property title.

Procedures should be initiated whereby a full inspection would be made of properties that become vacant and restoration of the utility services would only be made after a certificate of occupancy of compliance is issued by the enforcement agency. This procedure will require cooperative arrangements with the Public Service Company. Permits for alterations would be issued for structures certified to be in compliance or if the designated permitted work would effect compliance.

The placarding and demolition of dilapidated and dangerous vacant dwelling units, that aren't suitable for rehabilitation, as presently performed by the Slum Clearance Committee should be continued under the Division of Housing and Neighborhood Maintenance.

There should be a working agreement with local public and private welfare organizations wherein they would report to the codes agency any deficient units occupied by their clients. Perhaps this cooperation should include the education of the families in better housekeeping and home maintenance. The welfare agency should adopt the policy of paying all or part

of a family's rental cost only when that unit meets minimum code standards; however, this is only possible when suitable alternative accomodations are available or are to be developed for relocation.

Certainly the City must bear some of the responsibility in seeing that displacements resulting from code enforcement are properly relocated in standard housing. Provision should be made to establish that service, perhaps on a contractual basis with the Redevelopment Agency.

One of the more far reaching and constructive possibilities to be further looked into would be to establish for housing an operation analagous to the Social Security Administration (Frank). This would provide for the proper depreciation and replacement equivalent of each structure according to accepted accounting procedures. While depreciation is recognized for all tax purposes, the owner is presently left the discretion to use it as untaxed profit instead of securing it for the eventual replacement of the fully depreciated facility. With a housing depreciation fund, the equity in the fund can be used to replace the housing in that location or another. This would have to be a State program, or by the City after obtaining State enabling legislation.

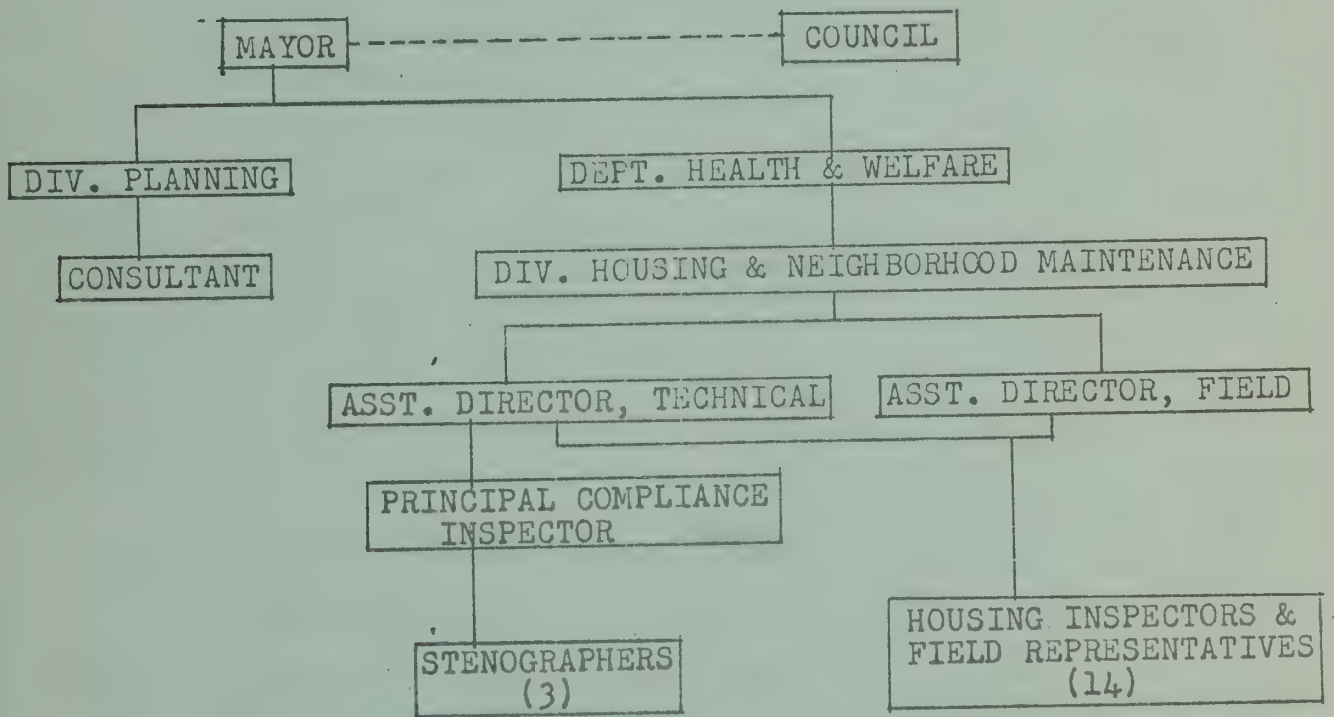
It would be profitable to explore the possibility of providing $600,000 annually in interest-free loans made available from a housing bank established by the City (after securing State enabling legislation) for the estimated half of those private parties who would voluntarily make repairs but are unable to obtain financing. This would be a revolving fund, largely self-sufficient except for operating costs and probably a few small losses.

Meanwhile any proposals for the Housing Code Compliance Program can be field tested and refined as part of any of the City's urban renewal projects. For example, Rochester recently established a vigorous enforcement program for a rehabilitation project that was still in the survey and planning stage. High compliance and morale resulted; repairs on non-compliance were contracted by the City and billed to the owner. Pilot projects utilizing and testing various aspects of the Program should be undertaken by the fall of 1965.

APPENDIX

ORGANIZATION CHART

Division of Housing and Neighborhood Maintenance



DIVISION OF HOUSING AND NEIGHBORHOOD MAINTENANCE

Within the Department of Health and Welfare there shall be a division of housing and neighborhood maintenance, headed by a division director. The division shall:

(a) Enforce the housing maintenance code and such other laws and ordinances relating to housing and neighborhoods as may be assigned to the division's administration;

(b) Refer observed alleged violations of building, electrical, and other codes to presently existing agencies for enforcement;

(c) Serve as coordinating and referral agency for related enforcement of all other codes by the responsible agencies assigned, maintaining central records and follow-up procedures;

(d) Establish in-service training program for all code enforcement staffs in conjunction with Rutgers, the State university;

(e) Administer demolition of condemned properties;

(f) Coordinate with city agencies in clean-up and maintenance of municipal properties in neighborhoods where codes were being enforced;

(g) This division shall also be responsible for implementing rules and regulations as provided by the Federal Housing Authority.

(City of Jersey City Organization Ordinance W-., Section 11.5)

ASSISTANT TECHNICAL DIRECTOR, HOUSING INSPECTION

DEFINITION: Assists the Director in conducting a program of systematic housing code compliance, and generally supervises the Division's office functions.

EXAMPLES OF WORK: Directs office staff and coordinates field staff in the enforcement of the housing maintenance code (K1704) and such other laws and ordinances relating to housing and neighborhoods as may be assigned to the division's administration; initiates legal action against violators of the housing code; refers observed alleged violations of building, electrical, and other codes to presently existing agencies for enforcement; coordinates enforcement of all other codes by the responsible agencies assigned, maintaining central records and follow-up procedures; establishes in-service training program for all code enforcement staffs; administers demolition of condemned properties; coordinates with city agencies in clean-up and maintenance of municipal properties in neighborhoods where codes are being enforced; assists in the promulgation of codes and ordinances related to property maintenance; assists in the periodic review, analysis and reprogramming of the enforcement of the housing maintenance code in conjunction with the City's renewal program.

REQUIREMENTS:

1. Completion of two years of college or two years of technical education beyond high school in construction work, electricity or plumbing or combination of both, and Current Trends in Housing Inspection course.#
2. Working knowledge of housing construction, electrical wiring or plumbing.
3. Three years full-time work in code enforcement, real estate, administration, urban renewal or a combination thereof.
4. Five years of successful supervisory experience over a staff of 20 at least.*
5. Thorough knowledge of provisions of local housing code and residential provisions of local zoning ordinance and of approved methods of inspecting dwellings to determine compliance with said code and ordinance.
6. Proven ability to develop new systems, forms or procedures or to improve those already in use.
7. General knowledge of urban renewal code enforcement requirements and goals.
8. Ability to give suitable assignments and instructions to subordinates, to work harmoniously with others, to take disciplinary action if needed, to work effectively with little or no supervision, and to prepare clear and accurate reports on work assingments.

SALARY RANGE: $7,737 - $10,059

*A bachelor's degree in political science, public administration, business administration, engineering or liberal arts may be substituted for two years of the required supervisory experience.
#Sponsored by N.J. State Health Department through Rutgers University

ASSISTANT FIELD DIRECTOR, HOUSING INSPECTION

DEFINITION: Assists the Director in all field operational aspects of the systematic housing code compliance program, and generally supervises the Division's field staff.

EXAMPLES OF WORK: Under immediate supervision of Director, performs field supervision of all phases of code enforcement work of Division's Housing Technicians, prepares their daily and weekly assignments and is responsible for seeing to it that these are carried out correctly, on schedule and in accord with the Division's inspections plans and priorities, prepares and submits required reports on his work and that of the Housing Technicians, assists with in-service training of Housing Technicians.

REQUIREMENTS:

1. Graduation from high school, completion of Current Trends in Housing Inspection course.#
2. One year of technical education or experience after high school in housing construction, electrical wiring or plumbing work.
3. Two years, full-time work in code enforcement, real estate, urban renewal, building or engineering, or a combination therof.
4. Three years of successful supervisory experience over a staff of 5 at least.*
5. Thorough knowledge of provisions of local housing code and of approved methods of inspecting dwellings to determine compliance with said code.
6. Ability to give suitable assignments and instructions to subordinates, to work harmoniously with others, to take disciplinary action if needed, to work effectively with little or no supervision, and to prepare clear and accurate reports on work assignments.

SALARY RANGE: $7,737 - $10,059

*Successful completion of two years of college work in political science, public administration, business administration, engineering or liberal arts may be substituted on a year for year basis for two years of the required supervisory experience.

#Sponsored by N.J. State Health Department through Rutgers University.

PRINCIPAL COMPLIANCE INSPECTOR, HOUSING INSPECTION

DEFINITION: Assists the Assistant Technical Director in the preparation of analysis, programs, policies and priorities of the systematic housing code compliance program.

EXAMPLES OF WORK: Under immediate direction of Assistant Technical Director, reviews, analyses, and prepares reports on all phases of code enforcement work of Division's Housing Technicians, prepares the Division's inspection plans and priorities, assists Assistant Technical Director in holding hearings on housing cases, assists in preparing in-service training of Housing Technicians.

REQUIREMENTS:

1. Graduation from high school, completion of Current Trends in Housing Inspection course.#
2. One year of technical education or experience after high school in housing construction, electrical wiring or plumbing work, or completion of one year of college training in public administration, business administration or engineering.
3. Two years, full-time work in code enforcement, real estate, urban renewal, building or engineering, or a combination thereof.
4. Three years of successful supervisory experience over a staff of 5 at least.*
5. Thorough knowledge of provisions of local housing code and of approved methods of inspecting dwellings to determine compliance with said code.
6. Ability to give suitable assignments and instructions to subordinates, to work harmoniously with others, to take disciplinary action if needed, to work effectively with little or no supervision, and to prepare clear and accurate reports on work assignments.

SALARY RANGE: $7,369 - $9,577

#Sponsored by N.J. State Health Department through Rutgers University.
*Successful completion of two years of college work in political science, public administration, business administration, engineering or liberal arts may be substituted on a year for year basis for two years of the required supervisory experience.

HOUSING INSPECTOR

DEFINITION: Under direction, performs responsible inspection work involved in eliminating blight and restoring and/or elimination sub-normal housing accommodations; does related work as required.

EXAMPLES OF WORK: Inspects buildings for health and safety violations; confers with individual property owners relevant to services of notices and violations; re-inspects houses after completion of repairs to be assured that they comply to the regulations; assists in co-ordinating the duties with other concerned agencies; attends various meetings; prepares suitable reports; gives suitable assignments to assigned Field Representatives; maintains necessary records and files.

REQUIREMENTS:

1. Formal or other education and training showing attainment of the level represented by graduation from high school. Must complete and pass current trends in Housing Inspection Course within one year after temporary appointment and prior to permanent appointment.

2. Two years of full-time paid experience in the interpretation of construction plans and specifications and/or in the maintenance and repair of residential and commercial buildings; or two years of full time experience in real estate, sales, or other work involving daily contact with the public.

NOTE: Candidates who do not meet the high school requirement may substitute experience in the interpretation of construction plans and specifications and/or in the maintenance and repair of residential and commercial buildings on a year for year basis.

3. Considerable knowledge of the approved inspectional methods involved in eliminating blight and restoring and/or eliminating sub-normal housing accommodations.

4. Ability to perform the inspectional work involved in eliminating blight and restoring and/or eliminating sub-normal housing accommodations, to meet with people and deal effectively with their problems, to participate in community affairs, to prepare clear, sound, accurate and informative reports containing findings, conclusions and recommendations; to give suitable assignments to assigned employees and to maintain suitable records and files.

5. Good health and freedom from disabling physical and mental defects.

6. Must have valid New Jersey driver's license.

SALARY RANGE: $5237-$6809

FIELD REPRESENTATIVE, HOUSING INSPECTION

DEFINITION: Under direction, investigates dwelling units for violations of Housing Code; does related work as required.

EXAMPLES OF WORK: Investigates dwelling units for violations of Housing Code and investigates complaints against Housing Code; prepares reports on investigations; re-investigates premises; makes complete investigations of dwelling units inside and out and lists violations on printed forms; makes investigations following complaints of lack of heat, filth, interior and exterior appearances, overcrowding, et cetera; prepares and turns in reports of investigations; keeps necessary records and files.

REQUIREMENTS:

1. Formal or other education and training showing attainment of the level represented by graduation from high school; must complete and pass Current Trends in Housing Inspection Course to become eligible for permanent appointment.

2. One year of full-time paid experience in the interpretation of construction plans and specifications and/or in the maintenance and repair of residential and commercial buildings; or one year of full-time experience in real estate, sales or other work involving daily contact with the public.

NOTE: Candidates who do not meet the high school requirement may substitute experience in the interpretation of construction plans and specifications and/or in the maintenance and repair of residential and commercial buildings on a year for year basis.

3. Some knowledge of the problems involved in making investigations for violations of Housing Code.

4. Ability to comprehend established rules and regulations of a limited complexity, to interview persons of varying backgrounds, to use tact and courtesy in making investigations, to observe significant conditions, to prepare suitable reports, and to maintain suitable records and files.

5. Good health and freedom from disabling physical and mental defects.

SALARY RANGE: $4750-6178

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Studies for this report were prepared under the supervision of Sidney L. Willis, Director of Planning, and Charles C.Nathanson, Executive Director of the Redevelopment Agency with the advice and consultation of Alvin E. Gershen, Development Advisor. Special assistance was given for the preparation of this report by the Department of Health and Welfare, Julian K.Robinson, Director.

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waterfront development
— a planning approach

ECIAL PLANNING REPORT

Y OF JERSEY CITY/ OFFICE OF THE MAYOR/ DIVISION OF PLANNING

1964

OFFICE OF THE MAYOR

THOMAS J. WHELAN — MAYOR

CITY HALL
JERSEY CITY 2, N.J.

Ladies and Gentlemen:

I am very pleased to transmit to you a copy of Jersey City's recent report on planning for its waterfront area. The report, entitled, Waterfront Development: A Planning Approach, outlines the City's modern and long range approach to its major urban renewal opportunity--the potential availability of 2,500 acres of land for development on New York Bay, minutes from Manhattan.

I will appreciate any comments you may have and your continued interest in the progress of planning and renewal in Jersey City.

Very truly yours,

Thomas J. Whelan

THOMAS J. WHELAN
Mayor

CITY OF JERSEY CITY

Thomas Whelan
Mayor

John F. Moriarty
Business Administrator

WATERFRONT DEVELOPMENT

A PLANNING APPROACH

Including an Outline of the:

Expanded Waterfront and
Industrial Development Program

JERSEY CITY DEVELOPMENT
STAFF

Alvin E. Gershen,
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November, 1963

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LOCATION OF JERSEY CITY WATERFRONT IN NEW YORK HARBOR

INTRODUCTION

Early in 1962, the federal government, acting through the General Services Administration, offered Jersey City an opportunity to purchase a portion of the Caven Point Military Reservation. The Mayor directed that a development plan be prepared by the Division of Planning for the use of the tract. Subsequently the Municipal Council authorized a contract with a professional engineering firm to assist in the engineering aspects of the plan.

In undertaking the study of the development potential and value of Caven Point, it quickly became evident that these questions could not be separated from those of the future of the railroad terminals along the Jersey City waterfront and the vast tracts of land now in, or about to be in, City ownership. An analysis of the future of the entire waterfront was therefore undertaken. And, a startling potential for the reduction of railroad properties along the Jersey City waterfront was revealed. The railroads as recently as twenty years ago owned 96 percent of the Jersey City waterfront but today control only 42 percent--and this withdrawal is continuing at an increasing rate. When combined with the vacant land already existing, from 2,400 to 2,700 acres of land could ultimately become available for integrated development at tremendous advantages for the future of Jersey City. This report, Waterfront Development, A Planning Approach, explores in detail the implications and causes of this potential and outlines the directions of the City's program to realize it.

Included in the report is a sketch plan proposal for the entire Jersey City waterfront showing principal land uses and the circulation arteries needed to serve the land. The plan presents a balanced development of industrial, commercial, residential and recreational areas. It illustrates one set of answers to the question: how shall this land be used in the future to the City's advantage? As such, it represents a long range goal toward which the City can strive. Further, it provides a much needed framework within which to consider the numberous changes that are occurring every year, and a guide to insure that these changes benefit the City's development.

Undoubtedly the plan will require amendment as new possiblities appear and the feasibility of one or another proposal is further clarified. The plan presented, however, is the first comprehensive statement of a waterfront development goal and a first effort to give direction and purpose to renewal action on Jersey City's changing waterfront.

It would be well to state clearly at the outset several of this report's principal conclusions. First, the City's current efforts toward planned waterfront development will need to be accelerated and strengthened if the potential of the waterfront is to be realized. While there are other areas in the metropolitan region which contain large acreages of open or under-utilized land, none is so strategically close to Manhattan nor so well served by rapid transit facilities. These advantages, however, are constantly threatened by shortsighted efforts at industrial development in low value uses. This type of development uses any tract that happens to be available, creates few jobs, requires the installation of expensive City services and utilities without adequate ratable value, and intrudes needlessly in areas which have a far greater potential than may be immediately realized. Developing in this manner can only result in small, short range gains and large, long range losses.

In the report, several large tracts are shown as available on the waterfront and proposed for immediate industrial development. Such development will demand high standards and an intensity of use and coverage commensurate with the location and accessibility advantages offered. An aggressive program for accomplishing this is outlined. Such a program would include capital improvements, expanded promotional efforts, and new procedures for disposing of City owned land. In addition, research will be continued into the best uses for portions of the waterfront. A policy of continued firmness in rejecting low value, low employment, and space consuming activities seeking cheap waterfront land and posing as "industrial development" will be maintained.

Secondly, over 2500 acres of well located waterfront property is a huge land resource. It cannot and should not be devoted entirely to any one activity. A variety of uses in a balanced development which includes residential, recreational, commercial and industrial areas will be more rapidly achieved and meet more of the City's development objectives. On the available, or soon to be made available land, as many as 25,000 dwelling units and 30,000 jobs ultimately could be developed along the Jersey City waterfront. The impact of such development can only be measured roughly at the moment; but even roughly, it demonstrates decisive advantages to the remainder of the City. The additional population, for example, could add some $35,000,000 in sales to Journal Square business and assure its development into a regional shopping concentration.

Probably the most vital aspect of the waterfront program described is the establishment and active implementation of new policies toward the railroads. The recent acquiring by the City of acreage and obsolete rail

facilities from the Pennsylvania, the Central Railroad of New Jersey, and the Lehigh Valley has been a sound policy in the face of its alternatives. This mutual accommodation now needs strengthening by the adoption of the City's own development goals and plans for the waterfront and the use of every power and incentive available to accomplish them. What the railroads do now along the Jersey City waterfront will establish the pattern of land use there for many years with tremendous ramifications for the City's tax base, its desirability as a place to live, and its employment future. No longer can the City afford to allow its future course to be determined by the unilateral decisions of individual railroads. Through cooperation, joint endeavor, mutual decisions, and hard-headed bargaining, the City's interests can be maintained in the face of declining railroad utilization of its waterfront.

In addition, there is the opportunity at hand for establishing a state or national park. The New Jersey Department of Conservation and Economic Development's Division of State and Regional Planning has prepared a report on the feasibility of a waterfront park in Jersey City. From all indications, the park could be oriented around Liberty Island and Ellis Island by using part of the land area opposite these islands. An asset of major national interest and utility could be developed here which would provide an attraction for new high value development as well as additional accessibility to waterfront areas. A proposed industrial waterfront highway could then serve both the park and the waterfront industrial sites.

Finally, it is recognized in this report that the cooperation and assistance of many private, civic, public agencies and organizations will be needed for Jersey City to realize its future potential. The State Government, the County Government, the railroads, the Port of New York Authority, the Tri-State Transportation Committee and many others have a part to play if a wasted resource is to be brought into meaningful use. The potential of waterfront development is vast; its future could be imaginative, bold, positive, intense and immensely profitable to the City, the region and the State.

September, 1963

Mayor's Development Staff
Alvin E. Gershen, Development Advisor
Charles C. Nathanson, Executive Director
The Redevelopment Agency
Sidney L. Willis, Planning Director

SUMMARY OF FINDINGS AND RECOMMENDATIONS

In the following chapters, the data and findings of a number of planning studies are given. These include analyses of; railroad freight decline, the steady decline of railroad ownership of waterfront land and its impact on Jersey City, the current non-productivity of much of this land and its causes, and the potential for industrial and other development of the waterfront. Finally, a sketch plan for the waterfront is presented which demonstrates the feasibility of integrated development of multiple uses and provides a guide for continuing development and planning on the Jersey City waterfront.

Railroad Decline and Its Impact

Compared with the steady increases in railroad traffic up to the 1930's, the downward trends of the past decade have been catastrophic. Not only has the total rail traffic declined by some 27 percent in Jersey City terminal areas, but further sharp reductions in the remaining traffic are to be expected. Mergers, consolidation of services, reorganization of passenger services, further inroads of truck traffic, and the reorganization of port facilities will all have a major impact on future terminal operations of railroads in Jersey City.

The railroads have long been aware of these trends, and since 1940 have been selling or abandoning their waterfront lands. Between 1940 and 1960, they sold or abandoned 1,000 acres of land, 117 of which had once been in productive railroad use. During the next several years, the railroads are conservatively expected to release an additional several hundred acres of land, the majority having already been improved for development. Ultimately, the railroads may use only 600 to 900 of the 3,230 waterfront acres. Annual tax losses to the City already amount to some $1.3 million. When the additional lands are released, the City may expect a total tax loss of close to $2.5 million, or more than a third of the original revenue from railroads.

Since it was difficult to develop most of this land for productive purposes, practically all of the released lands reverted to the City. The City already has taken title to some 800 acres of railroad land and may ultimately, accumulate a total of some 1,300 to 1,600. It has had as difficult a time marketing these lands as did the railroads and has succeeded in placing into productive use only 60 of the 800 acres acquired in the past 20 years. It is anticipated that these 60 acres will return an estimated

$160,000 in taxes, a mere fraction of the $1.3 million total loss of revenue from the railroads.

In addition to the 1,300 to 1,600 acres of railroad land which has or will become available for development, there are additional lands at Caven Point, Point Breeze and to the west of the New Jersey Turnpike amounting to some 1,100 acres, similarly undeveloped or to be released by the railroads. This makes a total of 2,400 to 2,700 acres in the heart of the New York Metropolitan area awaiting productive use.

Potential for Waterfront Development

Although the attractiveness of the Jersey City waterfront presently is low, the potential for its development is high. Not only is the available land fragmented by the complex of rail lines and terminals, but many available waterfront sites are all but unusable because of lack of upland area or difficulty of access. The absence of major arterial connections to and among the various parts of the waterfront, the need for land fill and stabilization and the previous absence of a sense of direction on the part of Jersey City in regard to its waterfront, have up to now prevented its development along the lines its strategic location suggests. Now, tools for the solution of problems of land assembly and development are at hand. The City is not only preparing plans and defining objectives but has the initial requirements of a program to move toward those objectives.

The economics of central city industrial development everywhere require that cities provide more than simply space. Advantages of linkage with similar or related industries and services, transportation and distribution advantages, and adequate provisions for internal expansion and/operational flexibility are almost mandatory, indicating the need for large-scale complex developments. In order to be fully competitive and to inspire the kind of demand which has not been seen in the metropolitan industrial market for the past two decades, an identifiable focus for such developments must be found and exploited. This focus would clearly exploit the locational advantage for industrial and other development in the Port of New York and the center of the largest market in the nation--a position which Jersey City's waterfront occupies.

While it is only possible in this report to set forth the general kind of focus for development that would be successful, it is possible to sketch plans for waterfront development which demonstrate the vast scope of development for industrial and other purposes that can be realized.

It is obvious that the entire waterfront area has to be considered as a whole in this planning process, and that residential, recreational and related commercial uses can be accommodated together with idustry on the Jersey City waterfront with great advantages to the City.

Organizational and Administrative Requirements

To demonstrate development potential is by itself not enough. Additional measures are necessary in order that Jersey City be in a position to actually realize such development. There are few problems in urban development which require the skill in analysis, planning, organization and development that the waterfront does. For these reasons Jersey City is not approaching the waterfront as a routine developmental matter. Special City agencies or authorities will have to be established or augmented to foster development. Special legislation will have to be sought at both the State and local, if not federal level. Many existing organizations, such as the State Department of Conservation and Economic Development, have been invited to participate. And finally, City expenditures for capital improvements, planning, and technical development skills will be necessary.

New efforts are being undertaken in Jersey City to create a new and attractive environment, to help attract industrial establishments and the investing public which must support and participate in waterfront development program in as workmanlike and dedicated a fashion as the City can muster. In undertaking to solve its waterfront problem, Jersey City puts itself in the public eye and mind, and the way it goes about its job will be noted throughout the metropolitan area and beyond.

Jersey City must now expand and accelerate its efforts in waterfront and industrial development. It is anticipated that this program can produce substantial results within 3 to 6 years, even though total development will have to be scheduled over a longer period. To accomplish this acceleration an operational development program backed by an adequate organizational, administrative and legal framework will be required. The following paragraphs describe this program in greater detail.

Expanded Waterfront and Industrial Development Program

It is proposed that a program be undertaken which would significantly accelerate the City's waterfront and industrial development. The

accelerated program would initiate projects aimed at demonstrating and testing the effectiveness of ongoing City development action, would involve continued planning study and analyses of the technical and economic problems of development, and would undertake research into special legal and organizational problems of waterfront development. Each of these aspects is outlined briefly below:

Demonstration Development Program

1. Establishment of or assignment of whatever waterfront planning and development agency or agencies are necessary. This agency would be responsible for implementing plans through projects.

2. Initiation of one or more development projects indicated in stage 1 of the sketch plan after feasibility tests, with aid from whatever Federal, State or County funds available.

3. Begin working with all concerned agencies toward the eventual consolidation and relocation of necessary rail waterfront terminal facilities, and the designation and reservation of major waterfront highways.

Continuing Technical Planning Studies

1. A thorough investigation of railroad systems to develop recommendations as to effective ways of operating freight and passenger traffic through Jersey City and Hudson County to best serve both the railroads and the development objectives of the City.

2. Continued investigation of the land use and economic potentials of the waterfront including industrial, residential, commercial and recreational use.

3. A detailed engineering study of selected areas of the waterfront, with borings where necessary to aid in the determination of feasibility and costs of proposed development.

4. The preparation of a series of development guides and plans for one or more immediate development projects on the waterfront and the necessary supporting capital improvements. Such guides would include conclusions as to feasibility, proposed locations, methods of development, and costs of proposed roads, utilities and other improvements.

Special Organizational and Legal Research

1. Expansion of existing relationships with representatives of various governmental agencies, (the railroads, the Port of New York

Authority, the Tri-State Transportation Committee and other affected parties) specifically to develop formalized ways and means of maintaining a continuing mechanism for arriving at mutually beneficial decisions on waterfront development matters in Jersey City.

2. Development of legal tools and the drafting of any necessary legislation required to assist in the planned and integrated development of the Jersey City waterfront. Legal analyses of riparian problems, laws relating to installation of utilities by the City, tax abatement or tax predictability, lease of City-owned land, procedures of the State Public Utilities Commission, etc., should be included.

3. Study of the organizational and administrative procedures for processing industrial development proposals in Jersey City and recommending required changes.

4. Integrating waterfront development into the community renewal planning and programming of the municipal government, and the current programs of the Redevelopment Agency, Planning Board and other municipal authorities.

Administration of Program

The entire program would be under the direction of the Office of the Mayor. Although the geographic scope of various technical studies will necessarily vary--since the problem of the railroads physically extends into surrounding municipalities and such legal problems as riparian rights are state and even national in scope--the authority to prepare and implement capital improvement programs, rests with the municipality. Liaison with independent municipal authorities, adjacent municipalities and intrastate and interstate agencies is already conducted through the Office of the Mayor. Accordingly, it is appropriate that the program will be administered through this office with special committees and other liaison methods established.

CHAPTER I

THE DECLINE IN RAILROAD TRAFFIC

For many decades, Jersey City's waterfront has been preempted by the railroads. Vying with each other for the highly prized waterfront area, the railroads bought more than they needed, held on to lands they did not use, refused to coordinate their services, and thus laid the groundwork for the crisis on the waterfront today.

While railroads still exceed the trucking industry in ton-miles of freight carried, due mainly to bulk shipment of coal and grain, trucks now carry some 44 percent of total freight compared with 47 percent carried by rail. During the past decade, Eastern District railroads have lost about one-third of their ton-miles to trucks and other forms of transportation; over half their passenger miles have been lost to the automobile and the airways.

Many drastic steps have been taken by the railroads in an attempt to meet the rising competition and to stay solvent. Their labor force has been to cut in half, maintenance has been deferred, piggyback has been initiated, lands and yards have been sold or abandoned to reduce taxes, services have been cut, some consolidation of services has been established, and mergers are being actively pursued.

Despite these steps, the railroads are still in deep trouble. Several have given no dividends for the past several years, many have been showing net losses, all are short of cash, and many have already gone into receivership. Passenger service in New Jersey has been subsidized since 1958 as an extreme emergency measure, and the Port Authority has finally taken over the ailing H & M.

Conditions Along the Jersey City Waterfront

Along the Jersey City waterfront, the critical plight of the railroads is all too evident. In the abandoned, obsolete, deteriorated and ruined piers and stations lies the wreckage of a once mighty empire. For every steadily operating facility, two are probably idle; for every piece of modern equipment, there are whole sections of antiquated and obsolete facilities. At one time the major gateway to New York and the east, the Jersey City waterfront has become a dying and outmoded terminus.

Declines in freight traffic through the Port of New York have equalled those elsewhere in the east. Tonnages fell 24 percent in the Port of New York and 27 percent in Jersey City between 1949 and 1959 while Eastern District railroad carloadings fell 24.5 percent during the same period. As shown in Table II, principal losses in the Port of New York were accounted for by interchange* (down 23 percent), lighterage** (down 44 percent), and local freight***(down 20 percent). Carload freight****fell only 5 percent while less than carload freight fell 79 percent, from almost 1.5 million to 0.3 million tons. Tidewater coal*****and perishables, also included in the local freight classification fell 25 and 36 percent respectively.

In general, experience in Jersey City follows the Port trend. As shown in Table I, the Jersey City declines in freight are roughly similar to those in the region.

TABLE I

PERCENTAGE LOSSES IN FREIGHT TONNAGES, 1949 - 1959

Classification	Percentage Loss in Port of New York	Percentage Loss in Jersey City Waterfront
Interchange	23	23
Lighterage	44	44
Local Freight	9	25
Tidewater Coal	25	12

Source: Port of New York Authority

*Interchange freight is freight that is transferred between railroads and consists primarily of transfers between the railroads serving New England and Long Island and those serving the rest of the country. Interchange passes through the Port District but does not originate or end here.

**Lighterage is freight that is transferred to or from a rail car to or from a deep-water vessel, usually involving the use of a barge (lighter).

***Local freight is that which is picked up or delivered to distributors or consumers served by Jersey City waterfront terminals.

****Carload freight is that which is shipped or delivered in quantities sufficient to require the use of entire boxcars by a single shipper.

*****Less-than-carload freight is that which is shipped or delivered in units smaller than a normal rail boxcar. A typical carload of less-than-carload freight will contain the goods of more than one shipper.

TABLE II

ANNUAL VOLUME OF RAILROAD FREIGHT HANDLED AT PORT OF NEW YORK

Year	*Interchange	**Lighterage	Local (In and Out of Port)	Grand Total (In, Out, and Through)
1959	6,269	6,189	46,124	58,582
1958	5,999	7,172	46,104	59,279
1957	6,834	8,761	53,138	68,733
1956	7,529	9,677	59,456	76,662
1955	7,785	9,530	57,653	74,968
1954	7,213	8,339	54,476	70,028
1953	8,297	9,966	57,805	76,068
1952	8,457	10,621	59,509	78,578
1951	8,575	10,860	63,559	82,994
1950	8,624	9,425	62,716	80,765
1949	8,140	10,981	57,752	76,873
1940	7,622	10,964	62,334	80,920
1939	6,990	8,043	56,960	71,993

(Figures are in 1,000 Short Tons)

*Interchange - Railroad to Railroad freight passing through the Port District
**Lighterage - Railroad to Steamship

Source: Port of New York Authority, Port Development Department, Planning Division

While Jersey City handled 43 percent of the Port of New York freight in 1949, it handled only 39 percent of this total in 1959; the drop was undoubtedly due to losses in local freight buffered somewhat by lower than average losses in tidewater coal. (See Table III for breakdown of freight handled in Jersey City). To fully understand these figures, a more detailed explanation of the differences is needed. Tidewater Coal is handled primarily on the Jersey side, the Jersey City percentage gradually rising from 42 to 51 percent of the Port total between 1939 and 1959. Coal business losses have affected some railroads and some facilities more than others, explaining the sharp difference in percentage loss.

The case of Local Freight is somewhat different. LCL freight (less than a carload) reached its zenith in 1943, at which time some 1,166,000 tons were hauled from the Jersey side. It reached its height on the New York side two years later with 2,070,000 tons. Thereafter it declined sharply, and by 1959 LCL freight had dropped to 305,000 tons for the whole Port District.

It was therefore in the 1940's that the truck began to make its most serious inroads on rail traffic, hitting LCL (which is the most lucrative freight business) and short run cargo first. Other categories were not seriously affected until the 1950's. Carload traffic, on the other hand, has held its own remarkably well, the only major category to do so. Loss of 1,000,000 tons of local freight in Jersey City can be traced to losses in LCL (about 100,000 tons), teamtrack and private siding coal (a loss of 450,000 tons), and perishables (140,000 tons) at most. But there must also have been a considerable loss in other local freight stemming from the 8,500 man decline in Jersey City manufacturing employment during the decade. As much as 500,000 tons of local freight could have been lost for this reason alone. This explains the much higher percentage decline in local freight in Jersey City than for the Port as a whole; otherwise Jersey City's loss would have been similar to the Port District average.

TABLE III

ALL RAILROADS - ANNUAL RAILROAD FREIGHT, JERSEY CITY WATERFRONT

Year	Total Annual Freight	Local Freight	Tidewater Coal	Grain Lighterage	Merchandise Lighterage	Interchange*:
1960	- -	- -	5,618,535	71,450	3,547,775	6,508,361
1959	18,119,361	2,628,333	4,849,000	91,692	3,460,712	7,089,624
1958	19,632,968	2,693,445	5,795,947	153,223	4,069,721	6,920,632
1957	21,998,728	3,363,239	5,689,050	133,642	5,018,141	7,794,656
1956	25,003,314	3,604,926	7,166,989	350,524	5,331,952	8,548,923
1955	23,486,486	3,680,152	5,678,400	302,085	5,197,089	8,628,760
1954	22,040,951	3,480,407	5,522,926	235,699	4,768,983	8,032,936
1953	24,279,036	3,654,324	5,806,530	339,589	5,310,324	9,168,269
1952	26,798,909	4,865,676	6,522,419	112,284	5,973,426	9,325,104
1951	27,854,983	3,688,029	7,269,002	287,902	6,027,654	10,582,396
1950	25,760,590	4,227,210	6,440,673	239,736	5,081,678	9,771,293
1949	24,663,858	3,539,560	5,528,133	421,160	5,947,195	9,227,810
1940	24,845,180	2,897,584	6,964,324	178,753	6,252,542	8,551,977
1939	22,282,634	2,233,284	7,231,407	285,670	4,667,420	7,864,853

*Includes Railroad to railroad local freight destined for delivery in the Port District (except for Jersey City local freight) as well as railroad to railroad movements through the Port District.

Source: Port of New York Authority, Port Development Department

There are three main railroad systems operating on the Jersey City waterfront at this time: The Pennsylvania and Lehigh, the Central New Jersey, and the Erie-Lackawanna. While the Pennsylvania and Lehigh are not merged, the Pennsylvania own a controlling share of Lehigh stock and therefore controls its operation. The Baltimore and Ohio operates out of Jersey City through the Central New Jersey tracks under an agreement (and these and other lines along the same route may merge someday). The Erie and the Delaware and Lackawanna merged in 1960, and are now operated as a single entity. The facilities and effects of freight decline on each of these road systems will be discussed briefly below:

Pennsylvania and Lehigh

The Pennsylvania and Lehigh railroads own six (6) separate facilities along the Jersey City waterfront (See Map 1). Starting from the north, these include Harsimus Cove (Penn.), Exchange Place (Penn.), Edgewater Junction at Communipaw (Lehigh), National Docks (Lehigh), Claremont Terminal (Lehigh) and the Greenville Yard (Penn.). These facilities carried 47 percent of Jersey City freight in 1959, a total of 8.5 million tons which represents a tonnage drop of 30 percent since 1949. (See Tables IVA and IVB following.)

The Pennsylvania and Lehigh suffered the sharpest declines in lighterage, followed by coal, interchange and local freight, in that order. Their lighterage business fell from 3.6 million tons in 1949 to 1.6 million tons in 1959, a loss of 55 percent. Grain lighterage, which accounted for 11.5 percent of all lighterage in 1949, accounted for only 5 percent in 1959. In 1960, Pennsylvania closed down its grain lighterage facility; because of the St. Lawrence Seaway competition, all grain lighterage facilities in the Port of New York are likely to be discontinued in the future.

Interchange traffic fell from 6.7 million tons in 1949 to 5.2 million tons in 1959, a decline of 22 percent. Tidewater coal fell from 1.0 million tons in 1949 to 0.7 million tons in 1959, a drop of 30 percent. Local freight fell from 1.3 million tons to 1.1 million tons, a decline of only 15 percent.

Lighterage for Pennsylvania and Lehigh were handled at four locations: Harsimus Cove, Claremont, Communipaw and Greenville. Some of the facilities at Harsimus Cove and Communipaw have already fallen into disuse, and it is obvious that all lighterage remaining could be handled at Greenville since that facility once handled double the amount



WATERFRONT RAILROAD LAND

(EAST OF HENDERSON ST. AND N.J. TURNPIKE)

CITY OF JERSEY CITY- DIVISION OF PLANNING

FEB., 1963 MAP 1

TABLE IVA

PENNSYLVANIA RAILROAD - ANNUAL RAILROAD FREIGHT, JERSEY CITY WATERFRONT

Year	Total Annual Freight	Local Freight	Tidewater Coal	Grain Lighterage	Merchandise Lighterage	Interchange
1960	- -	- -	830,603	26,873	889,884	3,959,906
1959	6,689,916	704,757	709,826	18,356	762,817	4,488,160
1958	6,876,473	792,472	841,281	39,527	865,632	4,337,561
1957	7,554,413	885,384	644,222	54,045	1,147,756	4,823,006
1956	8,784,399	927,860	981,663	152,643	1,268,379	5,453,854
1955	8,755,384	1,032,113	871,227	141,193	1,277,638	5,432,493
1954	8,136,204	1,112,817	721,981	92,139	1,188,216	5,021,051
1953	9,395,095	1,129,933	787,472	158,134	1,439,738	5,879,818
1952	9,658,739	1,098,376	868,409	25,088	1,820,617	5,846,249
1951	9,821,819	1,060,185	958,318	120,900	1,795,030	5,887,386
1950	9,594,267	1,033,339	990,190	81,334	1,485,424	6,003,980
1949	9,511,242	849,438	1,004,278	163,764	1,764,406	5,729,356
1940	9,431,917	871,573	1,519,143	86,484	1,956,608	4,998,109
1939	8,564,666	855,890	1,747,493	181,969	1,213,958	4,565,356

Source: Port of New York Authority, Port Development Department

TABLE IVB

LEHIGH VALLEY RAILROAD - ANNUAL RAILROAD FREIGHT, JERSEY CITY WATERFRONT

Year	Total Annual Freight	Local Freight	Tidewater Coal	Grain Lighterage	Merchandise Lighterage	Interchange
1960	- -	- -	- -	44,577	706,986	623,672
1959	1,843,675	361,368	- -	73,336	742,849	666,122
1958	2,175,400	337,575	- -	113,676	985,776	738,373
1957	2,507,022	403,531	- -	79,597	1,128,377	895,517
1956	2,733,650	493,925	- -	197,881	1,153,035	888,809
1955	2,793,563	433,125	- -	160,172	1,265,272	934,994
1954	2,544,625	386,946	- -	143,560	1,148,856	865,263
1953	2,806,277	485,933	- -	181,455	1,234,033	904,856
1952	2,875,221	411,808	- -	87,196	1,404,930	971,287
1951	4,236,664	528,799	- -	167,002	1,533,570	2,007,293
1950	2,875,172	426,423	- -	158,402	1,231,728	1,058,619
1949	3,153,833	419,796	- -	257,396	1,463,330	1,013,311
1940	2,961,366	1,578	- -	92,269	1,572,995	1,294,524
1939	2,511,836	616	- -	103,701	1,146,431	1,261,088

Source: Port of New York Authority, Port Development Department

now carried by the whole system.

Interchange is handled either by rail on the Jersey side, or from one side of the river to the other from float bridges. These bridges are essentially ferry slips, raising and lowering the level of the dock to compensate for the rising and falling tide, and are located at Harsimus Cove, Communipaw, and Greenville. While Communipaw has been closed down, the float bridges are still in use. Most Lehigh interchange will probably be moved through Greenville in the near future. The Pennsylvania intends to close most of its facilities at Harsimus Cove and transfer interchange to Greenville.

Pennsylvania maintained two (2) coal docks for tidewater coal facilities, one (1) at Harsimus Cove and the other at Greenville. Practically all its deliveries are made at Harsimus Cove today; the Greenville facility carried only 1,300 tons in 1960. After September 1, 1962, however, coal will no longer be delivered to Harsimus Cove, but will be handled through the Pennsylvania's Amboy facilities.

Local freight declines are also leading to modifications. The impending loss of perishables business will result in closing of the Ball Ground Yards at Harsimus Cove, after which Pennsylvania hopes to use the released ground for tractor-trailers and to attract a freight forwarding operation. Pennsylvania is now tearing down its Exchange Place Terminal while maintaining its flour teamtrack to serve local customers. If the proposed merger with New York Central is approved, all facilities of the New York Central at Weehawken with the exception of its ore and banana piers will be closed down. Interchange between the New York Central and the Pennsylvania will drop some 25 percent as a result of the merger, but New York Central lighterage will be transferred to Greenville, correcting for the loss of interchange in Jersey City.

With the elimination of Exchange Place and many of the activities at Harsimus Cove, it is possible that the Pennsylvania facilities north of Communipaw will eventually be discontinued except for local freight. In addition to the possible elimination of two-thirds of its float bridges and the Ball Grounds Yards, Pennsylvania is reportedly trying to interest the Harborside Terminal management in acquiring its major pier (L) and area south of it, and is also considering a conversion to tractor-trailer or piggyback in another portion. Furthermore, if Tidewater coal along the Jersey waterfront is ultimately consolidated (this likelihood is discussed later), a single group of float bridges is all that would remain. How long such a limited operation could last is conjectural.

To summarize the Pennsylvania and Lehigh situation, it appears that Harsimus Cove will become a marginal facility at best, all but abandoned except for Harborside Terminal. Exchange Place is now being torn down. Further south, half the Lehigh facilities at Communipaw have already been abandoned, others have just been sold to the City for a dollar ($1.00), and the rest can be expected to follow as freight continues to decline. National Docks, used only marginally at present (leased to a private company), can be discontinued at any time without affecting operations. This leaves Claremont and Greenville, neither of which is used to capacity, and both of which need improvements.

Erie-Lackawanna

The Erie-Lackawanna owns a group of facilities at the northern tip of Jersey City, running into Hoboken, which belonged to the former DL&W. Included are passenger facilities and ferries at Hoboken, general cargo piers, a coal dock, a grain dock, float bridges and lighterage facilities in Jersey City. South of these facilities is the American President Lines passenger and freight terminal and still further south, the former Erie Pavonia Terminal including float bridges, lighterage, and general cargo piers. These facilities were once separately operated by the two roads, now merged.

Freight declines on the Erie-Lackawanna have paralleled those on the Pennsylvania up to the recent past, amounting to 30 percent between 1949 and 1959 (Table V). Losses on the Jersey City waterfront during that period included local freight (down 30 percent), lighterage (down 36 percent), interchange (down 75 percent), and tidewater coal (down 10 percent).

The most obvious losses were in local freight and lighterage which account for most of the volume as well. Interchange has always been light, amounting to no more than 1 percent of freight volume even in 1949. Early in 1962, however, the Erie Lackawanna closed its coal dock which was handling approximately one million tons per year. This business was shifted to another railroad on the Jersey City waterfront.

The merger of the Erie and the DL&W in 1960 resulted in some operational changes which more fully utilize the specialized facilities of each railroad. Freight terminal and float bridge operations at Pavonia remained virtually unchanged. An attempt is being made to have the American President Lines take over more of the pier facilities in this area, and to have the Port Authority build additional terminal facilities. There are

TABLE V

ERIE-LACKAWANNA RAILROAD - ANNUAL RAILROAD FREIGHT, JERSEY CITY WATERFRONT

Year	Total Annual Freight	Local Freight	Tidewater Coal	Grain Lighterage	Merchandise Lighterage	Interchange
1960	- -	- -	1,091,734	- -	1,077,884	8,675
1959	3,087,469	1,095,696	910,499	- -	1,071,179	10,095
1958	3,495,014	1,116,099	1,104,508	- -	1,247,382	27,025
1957	4,262,645	1,490,973	1,079,002	- -	1,690,295	2,375
1956	4,449,560	1,542,539	1,140,223	- -	1,760,898	5,900
1955	4,063,541	1,637,146	882,043	- -	1,527,152	17,200
1954	3,463,691	1,387,452	643,460	- -	1,415,729	17,050
1953	3,537,383	1,375,581	649,970	- -	1,488,132	23,700
1952	5,285,467	2,696,275	948,422	- -	1,616,120	24,650
1951	3,860,894	1,299,878	946,150	- -	1,583,716	31,150
1950	4,417,868	2,010,700	1,102,331	- -	1,270,537	34,300
1949	4,357,912	1,531,486	1,010,413	- -	1,665,363	40,650
1940	4,243,213	1,250,895	1,430,195	- -	1,445,623	116,500
1939	3,705,817	609,948	1,711,012	- -	1,261,557	123,300

Source: Port of New York Authority, Port Development Department

active repair facilities and a roundhouse in the upland area of the Pavonia Yards.

The State Division of Rail Transportation and the Port Authority have plans under consideration for broad changes in commuter facilities. In the long run, commuter passenger use of the Erie-Lackawanna Hoboken Terminal might be reduced. However, no reduction in use of this and supporting facilities for long distance passenger service is foreseen by railroad officials. (Operations since the merger are largely unchanged south of the Hoboken Terminal, except for the closing of the coal pier. However, the piers in this area are not the most modern.)

Many improvements could be possible though technological advances which would permit handling of greater freight tonnages with fewer facilities and less land area, but this is not immediately feasible. While lands and trackage may be released as the need is reduced, the flow of freight through the Port of New York and the intermixture of waterfront facilities prevents rapid consolidation in one place. It would take millions of dollars to develop modern pier facilities in the Jersey City Terminal, and to shift the location of supporting facilities. Without these or similar expensive steps, the railroad cannot achieve the advantages of a central location.

Central Railroad of New Jersey

Central Railroad of New Jersey is in the position of having the most coordinated terminal facilities and the best freight tonnage record of any railroad. Its specialized facilities are well-spaced, there is little or no duplication, and the operations seem efficiently engineered though many of the facilities are obsolete.

Freight losses on the CRRNJ were held to 16 percent between 1949 and 1959, only 50 percent of the loss shown by the others (Table VI). Losses from tidewater coal and lighterage were about 10 percent, interchange was down 20 percent; only local freight (a small part of CRRNJ business) was down heavily, a loss of 37 percent. If the million ton coal business (referred to previously in the section on the Erie-Lackawanna) is added to the CRRNJ freight total, this loss would be compensated for.

At one time the CRRNJ owned large amounts of vacant land along the Jersey City waterfront. It has since sold large parcels to Jersey City, and has gradually abandoned other pieces. Nevertheless, its basic

TABLE VI

CENTRAL NEW JERSEY RAILROAD - ANNUAL RAILROAD FREIGHT, JERSEY CITY WATERFRONT

Year	Total Annual Freight	Local Freight	Tidewater Coal	Grain Lighterage	Merchandise Lighterage*	Interchange
1960	- -	- -	3,696,198	- -	873,021	1,916,108
1959	6,504,301	466,512	3,228,675	- -	883,867	1,925,247
1958	7,086,061	447,299	3,850,158	- -	970,931	1,817,673
1957	7,674,648	583,351	3,965,826	- -	1,051,713	2,073,758
1956	9,035,705	640,602	5,045,103	- -	1,149,640	2,200,360
1955	7,873,998	577,768	3,925,130	- -	1,127,027	2,244,073
1954	7,897,151	593,192	4,157,485	- -	1,016,182	2,129,572
1953	8,540,281	662,877	4,369,088	- -	1,148,421	2,359,895
1952	8,979,482	659,217	4,705,588	- -	1,131,759	2,482,918
1951	9,935,606	799,167	5,364,534	- -	1,115,338	2,656,567
1950	8,873,283	756,748	4,348,152	- -	1,093,989	2,674,394
1949	7,750,871	738,840	3,513,442	- -	1,054,096	2,444,493
1940	8,208,684	773,538	4,014,986	- -	1,277,316	2,142,844
1939	7,500,315	766,830	3,772,902	- -	1,045,474	1,915,109

*Includes B & O Lighterage from CRR piers.

Source: Port of New York Authority, Port Development Department

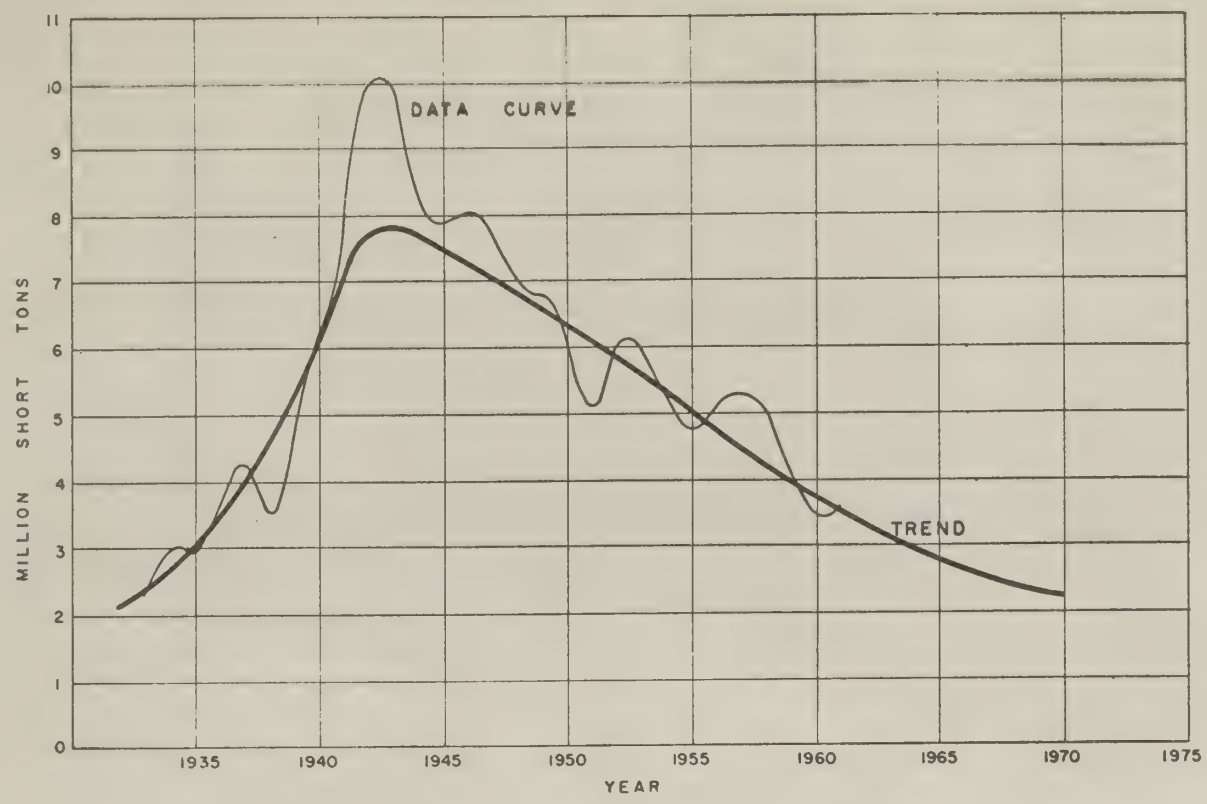
plant remains unchanged, and CRRNJ officials see no major changes in most freight operations in the near future. They do favor the State's plan for reorganization of commuter services, and will close down their passenger services and could release some 60 to 110 acres of land in the Communipaw terminal area if the plan goes through.

Probability of Future Declines

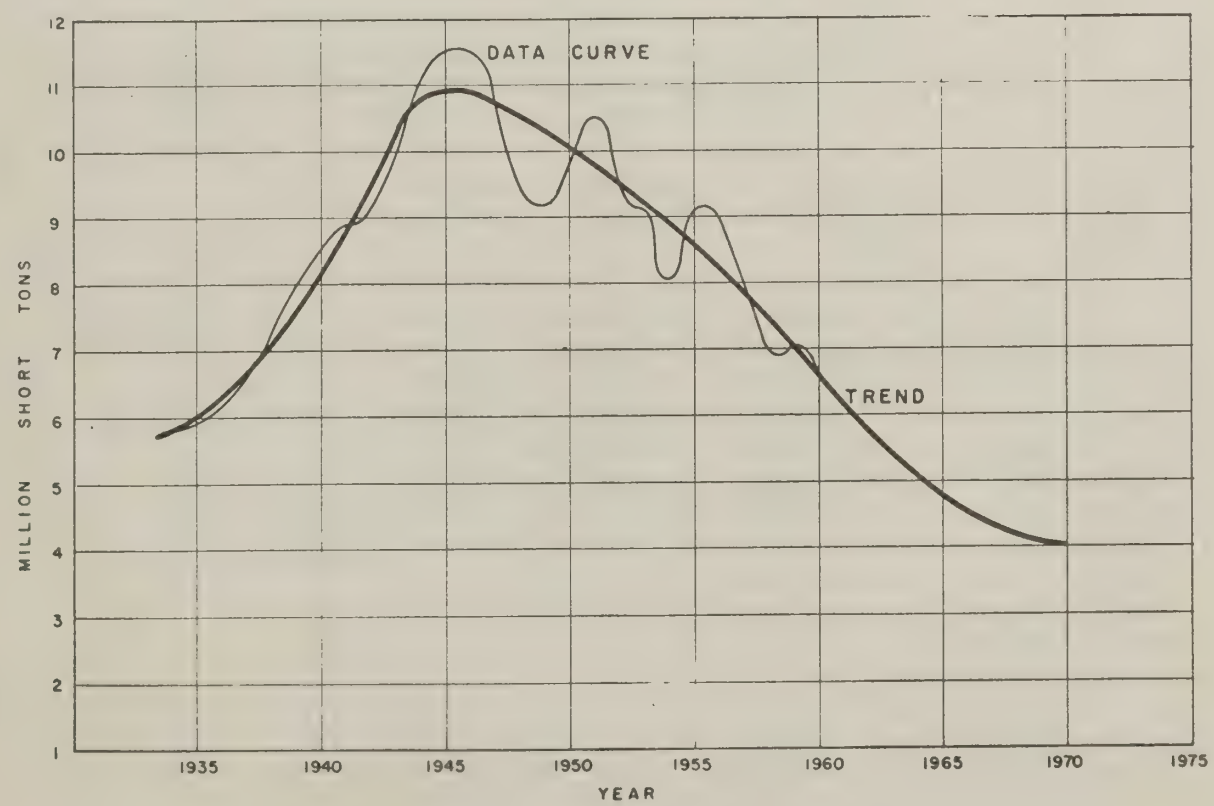
Freight tonnages along the Jersey City waterfront are bound to continue their decline. If present trends continue (the statistical trends as shown in Chart A), lighterage from Jersey City piers will fall to 2,250,000 tons by 1970, a further loss of 37 percent. Interchange will fall to some 3,000,000 tons, a decline of 58 percent. Coal may or may not decline further; local freight will surely continue its downward slide.

These statistical trends are corroborated by trends related to use of the waterfront. First, there is the continued strengthening of the Port Newark and Port Elizabeth developments which permit rail to keel loading of ocean going vessels without the use of lighters or merchandise floats, and also the growing use of truck to keel in lieu of lighterage. As shown in Table VII, rail to keel and truck to keel has already risen from 7 percent to 20 percent of the total. The growth of traffic on the Saint Lawrence Seaway, which has all but eliminated grain lighterage in the Port of New York, must also be noted. In a somewhat different vein, but directly related to spatial requirements, there is the trend toward the use of containerized shipment, a trend which will both induce additional traffic and simplify its loading and unloading.

Second, with respect to interchange traffic, there is the obvious effect of a proposed merger between New York Central and the Pennsylvania which railroad officials indicate would cut interchange traffic by 25 percent. Additional losses can be expected due to a continuing rise in truck hauling which will cut more heavily into the long haul freight business.



TREND IN LIGHTERAGE



TREND IN INTERCHANGE

STATISTICAL TRENDS IN LIGHTERAGE & INTERCHANGE

CHART A

TABLE VII

ALL RAILROADS - ANNUAL MERCHANDISE LIGHTERAGE

Year	Total Merchandise Lighterage	True Lighterage	Rail to Keel Truck to Keel	% of Total
1960	4,046,984	3,222,317	824,667	20.
1959	3,876,381	3,142,014	734,367	19.
1958	4,670,813	3,838,563	832,250	18.
1957	5,686,245	4,660,551	1,025,694	18.
1956	6,049,169	4,910,539	1,138,630	19.
1955	5,880,807	4,716,311	1,164,496	20.
1954	5,282,887	4,419,164	863,723	16.
1953	6,125,460	5,130,417	995,043	16.
1952	6,889,760	6,022,809	866,951	13.
1951	7,063,838	6,122,485	941,353	13.
1950	5,960,227	5,212,415	747,812	13.
1949	6,954,421	6,182,188	772,233	10.
1940	7,415,370	6,922,029	493,341	7.
1939	5,304,265	4,916,862	387,403	7.

(Figures are in Short Tons)

Source: Port of New York Authority, Port Development Department

CHAPTER II

THE IMPACT OF RAILROAD DECLINE

At one time, the railroads owned 98 percent of the eastern water frontage in Jersey City. Of the total study area, which includes about 600 acres west of the New Jersey Turnpike, the railroads owned 3,230 of the 3,314 acres. Before 1940, they had released some 345 acres of which 132 were under water and the rest undeveloped and unlikely to be. In 1941, the CNJ released 312 acres east of Caven Point, all of it under water. By the beginning of the 1940's, therefore, the railroads had already passed their peak, and were beginning to release the worst of their holdings.

It was not until the 1950's that the bulk sales and abandonments or more valuable holdings took place. (See Table VIII and Maps 2 and 3). Between 1940 and 1950, while 431.6 acres were sold, only 120 were above water, and no more than 11 acres had ever been used productively. Between 1950 and 1962, however, the situation showed a quantitative change. The railroads began to release improved land in substantial quantities. Of the 566 acres released between 1950 and 1962, 106 acres had been in productive use.

While most of the area released was land used for railroad purposes, a good deal of the transactions involved only the transfer of ownership. Thus, 5 acres of piers were sold to the Colgate Company and 32 acres including the Harborside Terminal were sold to private interests, both by the Pennsylvania Railroad. Similarly, the Erie Railroad sold 12 acres of piers to the American President Lines. While these transactions reflect a tightening money squeeze on the railroads, they also show definite signs of a reduced need for railroad facilities.

Impact of Decline on Taxes

Between 1940 and 1962, a tax loss of $1.3 million, based on an estimated loss of $12 million in assessments, was sustained. These losses do not include transferrals of productive property from one owner to another, but only those lands and facilities on which taxes were no longer paid. These losses were accompanied by a decline of 900 transportation workers, and were not made up by new tax revenues on released land.

TABLE VIII SUMMARY, WATERFRONT RAILROAD PROPERTY INVENTORY
Jersey City, 1962

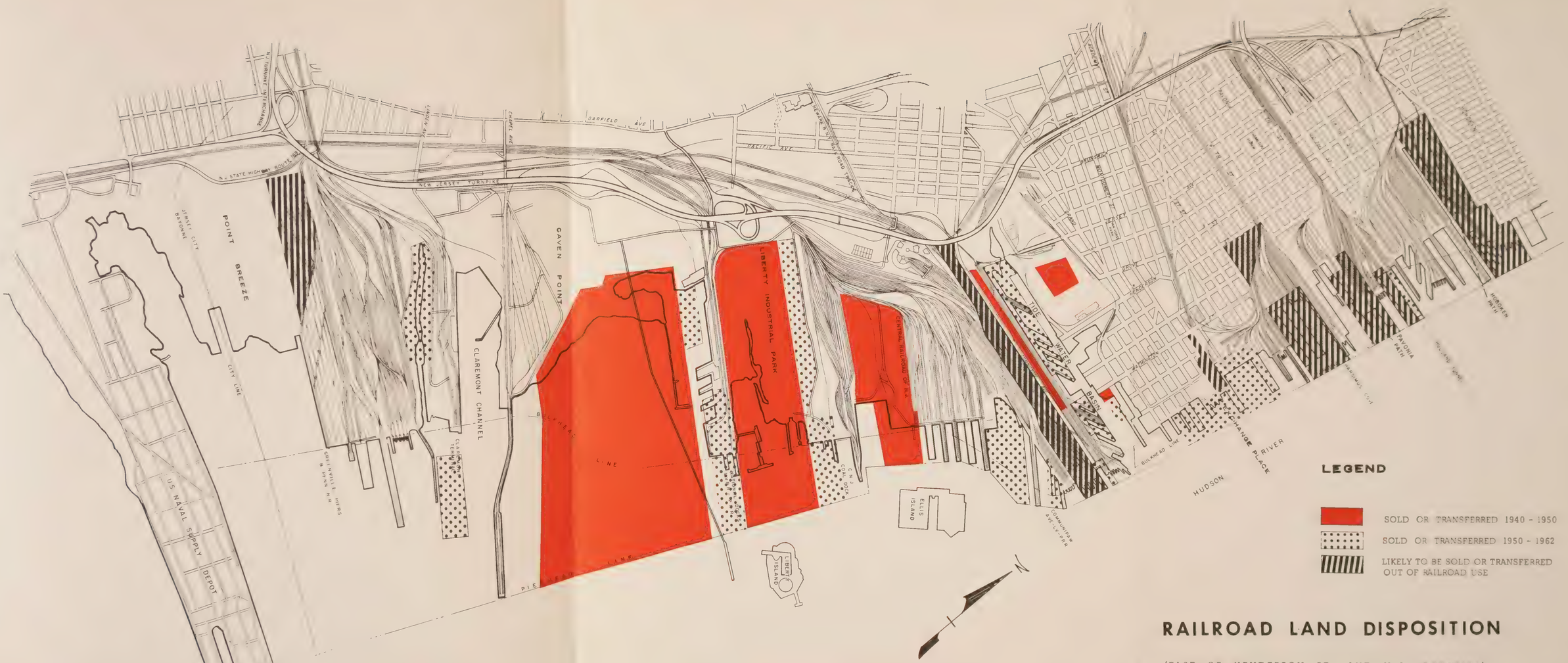
RAILROAD HOLDING		CHANGE IN TENURE			
		SOLD		RETAINED	
Name	Acreage	Buyer	Acres	Date	Acres
Greenville Yards (PRR)	420	J.C.	20.5*	1955	385
		J.R. Steers	12.7	1955	
		Fairview Term.	1.9	1962	
Claremont Terminal (LVRR)	168	J.C.	19.3*	1955	149
Block 1497 Lot 1 (CRRNJ)	312*	J.C.	312*	1941	
Black Tom. Nat. Docks (LVRR)	78**	J.C.	27*	1952	37**
		J.C.	14**	1952	
180 Acre Site (CRRNJ)	211**	J.C.	211**	1941-1954	
22J Center (CRRNJ)	136	Tug & Barge	18**	1955	98
		J.C.	18*	1961	
		Allentown	15	1962	
83 Acre Site (CRRNJ)	83	J.C.	83	1948	
Main Term. (CRRNJ)	250	J.C.	11	1948	191
		J.C.	48***	1961	
Communipaw Yds. (LVRR)	56	J.C.	0.7	1941	53*
		J.C.	1.9	1950	
18 Acre Site (CRRNJ)	18	J.C.	18	1948	
Exchange Pl. (PRR)	24	Colgate	5	1952	10
		J.C.	9	1962	
Harborside (PRR)	32	Harborside	32	1959	
Harsimus (PRR)	125	---	---	---	125
J.C. Stockyards (PRR)	15	---	---	---	15
Pavonia Yds. (Erie RR)	85±	---	---	---	85±
Pier 9 (Erie RR)	12	American Pres. Line	12	1955	
Lackawanna Yd. (LVRR)	132	---	---	---	132
TOTALS	2,159 (560± underwater)		877 (536± underwater)		1,280 (24± under water)

* Underwater
**Half Underwater
***Two-thirds Underwater

TABLE IX ASSESSMENT OF RETAINED RAILROAD LANDS
Jersey City - 1962

Name	Acres	Assessment	
		Land	Improvements
Greenville Yds. (PRR)	385	$12,200/a	$7,409,000
Claremont Term. (LVRR)	149	18,000/a	650,000
Block 1497 Lot 1 (CRRNJ)	- - -	- - -	- - -
Black Tom. Nat. Docks (LVRR)	37**	10,000/a	238,000
180 Acre Site (CRRNJ)	- -	- - -	- - -
22J Center (CRRNJ)	98	17,500/a	1,500,000
83 Acre Site (CRRNJ)	- -	- - -	- - -
Main Term. (CRRNJ)	191	26,675/a	3,343,000
Communipaw Yds. (LVRR)	53*	43,000/a	1,000,000
18 Acre Site (CRRNJ)	- -	- - -	- - -
Exchange Pl. (PRR)	10	- - -	- - -
Harborside (PRR)	- -	- - -	- - -
Harsimus (PRR)	125	52,000/a	1,800,000
J.C. Stockyards (PRR)	15	87,120/a	208,000
Pavonia Yds. (Erie RR)	85	52,000/a	2,700,000
Pier 9 (Erie RR)	- -	- - -	- - -
Lackawanna Yd. (LRR)	132	57,000/a	1,800,000
TOTALS	1,280 (24± underwater)	$36,588,725	$20,648,100

* Underwater
** Half Underwater

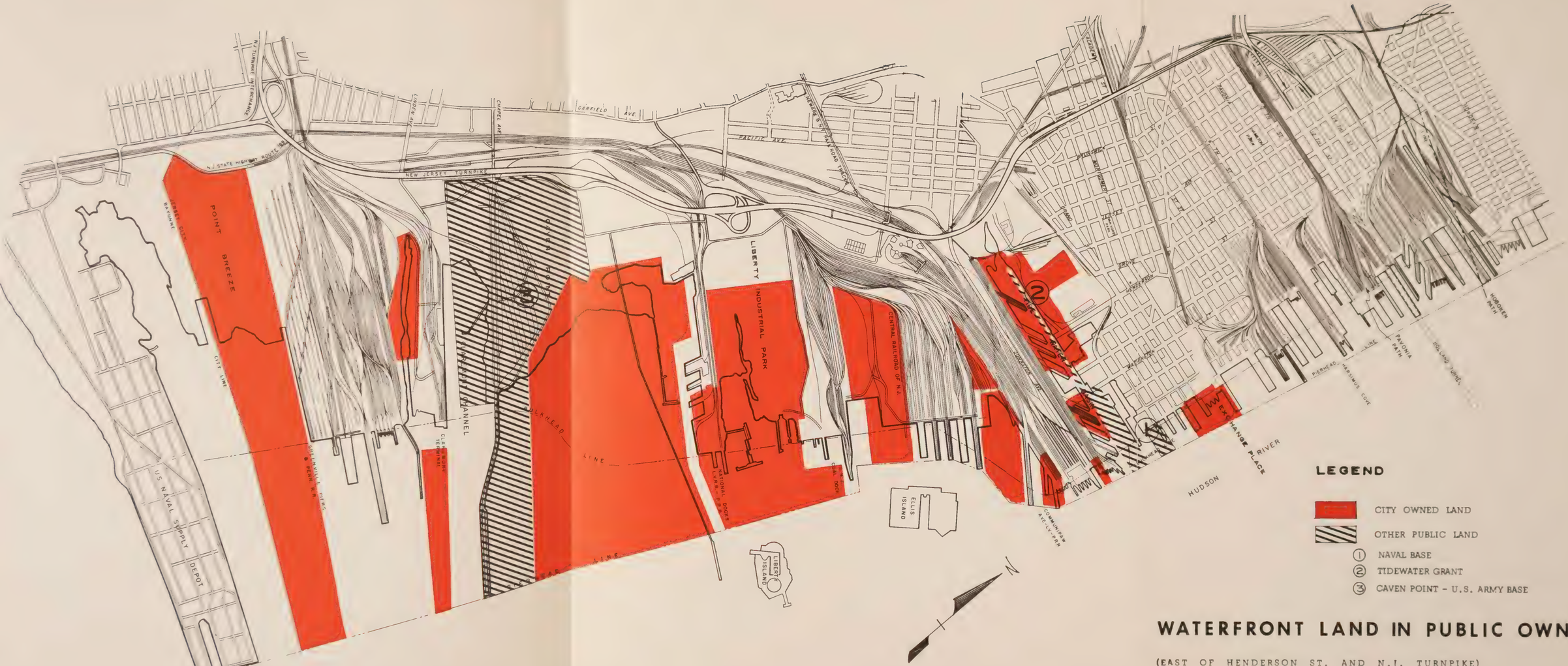


RAILROAD LAND DISPOSITION

(EAST OF HENDERSON ST. AND N.J. TURNPIKE)

CITY OF JERSEY CITY — DIVISION OF PLANNING

FEB., 1963 MAP 2



LEGEND

- CITY OWNED LAND
- OTHER PUBLIC LAND
- (1) NAVAL BASE
- (2) TIDEWATER GRANT
- (3) CAVEN POINT – U.S. ARMY BASE

WATERFRONT LAND IN PUBLIC OWNERSHIP

(EAST OF HENDERSON ST. AND N.J. TURNPIKE)

CITY OF JERSEY CITY–DIVISION OF PLANNING

1000' 0' 2000'

FEB., 1963 MAP 3

New industry, in fact, has not kept pace with its own losses much less made up for the revenue loss from railroads. Between 1950 and 1960, over 18,500 manufacturing jobs were lost to Jersey City and not replaced. According to a study of industrial land, only 115 acres were sold* throughout Jersey City since 1954, and even assuming that every transaction resulted in new jobs averaging 30 workers per acre, only 3,500 workers would have been accommodated, whereas 22,000 jobs would have been needed to stem the decline.

Low prices for industrial land emphasize the lack of demand. A study of prices of approximately 115 acres sold during the past eight years ranged from $3,000 to $40,000 an acre, the average being about $14,000. The cheapest land was along the Jersey City waterfront where sales averaged less than $5,000 per acre.

On the waterfront itself, Jersey City has been the recipient of most of the land released by the railroads. It has sold or leased some of this land for productive purposes in which the Mead Paper Company, the Progresso Food Company and others have already been accommodated. About 60 acres have been put into productive use in this fashion with an approximate expected tax return of $160,000 and a sales price averaging about $2,000 per acre. The City has been receiving offers to purchase other of its waterfront lands including sites in the Central Railroad Yards and Point Breeze areas. These offers involve proposed purchase prices of as much as $1,000 per acre and provide for low intensity use of the lands as well. The developers usually propose to build on the land in stages from west to east, a procedure that could easily result in landlocking and the creation of undeveloped and inaccessible pieces along the waterfront. This demonstrates the weakness of the current industrial development market.

Though Jersey City alone owns some 800 acres along the waterfront, it has put less than 60 of them into productive use. Outside of the railroads, few parcels are being used productively, and the railroads themselves are finding it more profitable to turn the lands over to the City rather than pay taxes.

Potential for Reduction of Rail Facilities

The release of lands by the railroads, particularly those used operationally, has not yet reached a peak. Of the 1542 acres still in railroad

*Study prepared in connection with condemnation proceedings for the New Jersey Turnpike by Louis Schlesinger Company, real estate appraisers, Newark, N.J., 1960.

hands, some 265 are already scheduled for release. When the effects of mergers and possible consolidations of service are taken into account, this figure could double or triple. Further, if a vigorous attempt were made to rationalize the Jersey City waterfront terminal operation, probably no more than 650 acres would be needed for all railroad purposes.

Included in lands the railroads expect to release are passenger terminals, pier areas, and yards. The CNJ and Erie Passenger Terminals are scheduled to close on completion of the proposed reorganization of the commuter system. Approximately 140 acres are involved, some 30 of them in Hoboken. In addition, the Pennsylvania's Ball Ground Yards could be and Exchange Place facilities have been eliminated, and the Harsimus Cove facilities sharply reduced. (See Table X below for details.)

TABLE X

LIKELY REDUCTIONS IN RAILROAD USE

Railroad	Lands to be Released	Acres
Pennsylvania (Greenville Yards)	Small Holdings	45
Central N.J. (Main Terminal)	Passenger Station and Yard	110
Pennsylvania (Exchange Place)	Passenger Terminal	10
Pennsylvania (Harsimus Cove)	Piers K, L, and M	20
Pennsylvania (J.C. Stockyards)	All	15
Pennsylvania (Harsimus Cove)	Ball Ground Yards	15
Erie-Lackawanna (Pavonia Yards)	Ferry Pier and Pier 8	30
	TOTAL	235

Source: Jersey City Division of Planning

The 235 acres likely to be released in Jersey City carry an assessment of approximately $10,215,000 and will result in a tax loss of more than a million dollars. Significantly enough, the losses from the release of large amounts of marginal land in the entire 1948-1962 period and those lesser amounts of more valuable land projected for the next two or three years are almost equal.

The accelerated release of railroad owned lands and facilities will not stop at this point. The factors which trend to reduce the need for these lands and facilities will remain potent for some time. They include:

1. The obsolescence of railroad facilities;

2. Continued decline in freight business, and

3. Effect of consolidation of freight handling operations.

The ephemeral quality of the entire waterfront situation should already be obvious. Almost anything can happen, and it should be no surprise if it does. This might be less true if the rail facilities were modern and up-to-date, but this is far from the case. By and large, with few exceptions, the railroad facilities along the Jersey City waterfront are obsolete and in need of major improvement and reconstruction. This condition adds to the likelihood of drastic changes.

The expected declines in freight business will also spur drastic changes. As the downward trend becomes manifest, the diseconomies of using multiple facilities will become more and more evident. When it is considered that the Lehigh Valley lighterage facilities alone could transport all the lighterage projected for 1970 (having come close to if not exceeding it in 1943 and 1944), the senselessness of having four or five such facilities is apparent. The same holds true for interchange carfloating and for tidewater coal handling. In fact, if local freight is left aside, three specialized facilities could adequately supply all the needed waterfront facilities in the Hudson County area.

Even local freight is not immune from the trend despite the presumed advantages of direct rail service to consumers. When the time needed to sort and dispatch railroad cars from central or terminal yards to sidings is compared with piggyback and tractor-trailer operations, there is not much real advantage - if any - to the former. Local trackage, spurs, small yards, team tracks, most of the up-to-now necessary apparatus for pick-up and delivery could be eliminated through the imaginative and bold use

of a combined truck and rail operation.

Piggyback already accounts for some 5 percent of freight movement, and is expected to reach 15 or 20 percent by some industry leaders. Yet it is conceivable that even these estimates are conservative, and that the actual potential for piggyback and associated carriers is closer to double that.

Its significance for the New Jersey waterfront is that waterfront sites may neither be necessary nor even desirable for piggyback operations. A point more convenient for local deliveries in New Jersey might be preferable. It is therefore conceivable that the need for waterfront lands will be sharply reduced in the future, even for local freight delivery.

When the freight declines and the obsolescence of facilities are considered along with the potential for consolidation of services, it becomes natural to think in terms of reconstructing a fully rationalized waterfront terminal operation which serves all the railroads. If this is done, not only can the most modern facilities be built and the greatest economies realized, but the most advantageous location can also be utilized.

This, in fact, seems to be the objective behind the study of the consolidation of tidewater coal facilities being made jointly by the utilities and the railroads. The several coal facilities (including some outside Jersey City) on the Jersey side may be abandoned in favor of a single coal pier to which all the roads would deliver their coal. This single facility may be designed to carry as much as 10 to 15 million tons of coal, will be accessible to all railroads, and will be located as conveniently as possible to the utilities using it. The most satisfactory location from a railroad point of view could be anywhere: an expanded pier in the Greenville Yard or CNJ's Coal Pier #18, or even in a location outside Jersey City. Studies of sites along the entire waterfront are now being made.

A second activity in which consolidation is being actively considered is in lighterage. The Port of New York Authority has already concluded a study of consolidation of the marine aspects of lighterage, and has made recommendations for the cooperative use of lighters, central dispatching, and a central terminal for maintenance, berthing, and repair of lighters and tugs. The report is now being considered by the railroads and the Tri-State Transportation Committee.

Railroad officials seem inclined to welcome the study, and seem willing to have the consolidation of land lighterage studied as well. It is

expected that such a study will be undertaken by the Tri-State Transportation Committee in the near future. One of the earlier impediments to consolidation of lighterage and other facilities, that of the inability to work out agreements for one carrier to use the tracks of another, seems to have lessened somewhat in recent years. Such agreements were effectively imposed on the Erie, the Central New Jersey and the Pennsylvania in conjunction with the development of Port Newark, thereby establishing a modern precedent for such agreements in general.

As previously noted, three specialized facilities could probably handle all the waterborne freight in the future at a greatly increased value. These include the coal handling facility already being studied, a lighterage facility, and an interchange car-float operation. The three facilities probably would not require more than 250 acres of land if properly designed. A similar amount of land might be needed for the handling of local freight deliveries (though much of this could be reassigned to yards further removed from the waterfront) and perhaps an additional 150 acres for rail linkages, truck transfer points, etc. Assuming the most rational arrangement of rail terminal facilities, therefore, the total land requirement of the railroads might be no more than 650 acres in the future.

Having previously abandoned most of their underwater lands, only 24 of the railroad's present 1,542 acres are under water. Subtracting the 235 acres which are likely to be released within the next two or three years, some 1,300 acres will remain in railroad hands. While the ideal reorganization will not necessarily take place, inhibited as it will be by factors discussed in the following section, it also seems highly likely that at least half the potential reduction will be made - as a result of service consolidation and continued freight declines alone. It is therefore reasonable to project a reduction in railroad-owned land from its present 1,542 total to somewhere between the probable and the possible, or between 1,000 and 650 acres.

Starting with the present $63,000,000 assessment figure, it seems likely that a total loss of $20 to $25 million in assessments will be sustained over the next decade as railroad-owned land falls from the present 1,542 acres to 1,000 acres. But even if considerably more land is released, and assuming that coal handling is not moved out of Jersey City, such reductions can only be managed by reconstruction and redesign of existing facilities, a process which will tend to increase values and assessments. Stabilization of assessments around the $40,000,000 mark would therefore seem to represent the long term outlook.

Factors Limiting Rationalization of Terminal Facilities

While the potential for rationalization of railraod operations on the Jersey City waterfront (as reflected in a reduction of the amount of space used) seems to range between 43 and 58 percent, there are a number of factors which will tend to inhibit reaching the higher figure. These include the following:

1. The tendency for railroads to hold their properties in hopes of attracting new business, or in hopes of selling land to industry.

2. The tendency of railroads to have a traditional view of cooperation as a competitive disadvantage, and

3. The lack of money with which to effectively consolidate facilities.

Conflict between the factors tending to reduce trackage and those tending to maintain it are abundantly present. The railroads give up only those lands for which they have no foreseeable use, and whose retention represents a clear and continuous drain in taxes. Nevertheless, while the CNJ, for example, gives up its 180 acre property adjacent to the National Docks Railroad, after years of unsuccessful attempts to attract industries into it, the lesson is lost on the other roads.

Also, the railroads have pride. While it is conceivably more efficient to consolidate all their terminal operations into a single facility, the railroads would object to losing their identity to some third party operator or fear being submerged if they moved into another railroad's terminal. Each railroad has its own proud history and might object to using a terminal in which their name and symbol were not prominently displayed. While such problems are far from insoluble, the same feeling of pride is involved in effecting consolidation. For a railroad which once owned half of the Jersey City waterfront (as the CNJ did) to be relegated to a much smaller area in combination with other roads would be no small comedown.

In addition to the perhaps outdated land policies and the understandable pride of ownership and identity, there is the traditional fear of the competitor, a healthy distrust of his motives, objectives and designs. A proposal to consolidate facilities by one railroad is bound to

raise questions in the mind of the railroad approached. Searching for "booby traps" in a competitor's proposal is sure to be a lengthy process; assessing the possible loss of competitive advantage in the event of mutual use of facilities is difficult at best, and is made no easier by the tradition of war (as opposed to cooperative effort) among railroads. The necessity to please the ICC and various other regulatory agencies, the threat of monopoly suits and the vigilance of labor unions, all add to the railroad's natural hesitancy to make startling changes.

As against these factors which militate against change, there are several others which make it imperative. The net losses with which the railroads have had to contend, the gradual realization that combined rail-truck use is essential to railroad survival, the continuing downward spiral of freight traffic, and the rising costs of the always expensive waterfront terminal operations all suggest that drastic action to reduce costs and increase efficiency overshadows other considerations. The railroads are swallowing some of their pride, forgetting some of their traditions, beginning to see they have common interests, and are beginning to take more drastic steps to deal with the situation.

Despite their increasingly good intentions, however, the railroads face two other major impediments to consolidation: One is the lack of money with which to undertake improvements, and the other is the uncertainty surrounding the possibilities. These work hand in hand with all the other impediments, none of which are necessarily intrinsic to the situation.

The lack of ready cash may well cause a railroad to refuse to consider basic changes in its system. As long as the out of pocket costs would be larger than the immediate or short term returns, the tendency will be to reject the changes. While this is undoubtedly a short-sighted point of view, there is some validity to holding it. Not only is financing difficult, but the future of the system - of all systems - is in doubt. When it is doubtful whether the railroad will stay solvent long enough to capitalize the cost of changes, and when there is basic uncertainty as to the desirability of making such changes, the tendency will be to do nothing. Railroads have already been burned by constructing facilities (electronic classification yards in Virginia, for example) which started losing money because of additional freight losses almost the year they were built. Such experiences make the railroads wary of doing anything.

This tendency to do nothing basic will not undermine the railroads new policy of disposing of unneeded lands to escape taxes. They will

cling to the lands and facilities they need, disposing of every facility and piece of yard or land which no longer has a definite use, and hope that everything turns out all right in the end. The railroads are leaderless because of their history of savage competition, and while they may welcome steps proposed for consolidation by other parties, particularly if the economics of the change are well analyzed, they seem unable to initiate such proposals themselves. Their orientation is still isolationist and competitive (even merger is viewed in large part as a way of beating competition from other roads); and it would never occur to the railroads to propose the establishment of a jointly served Port Newark type of industrial development along the waterfront.

While the above may appear to be a harsh critique of the railroads, it should be noted that the railroads cannot be expected to be basically planning or development oriented. While they could be more oriented toward the establishment of a more rational transportation structure and toward cooperative endeavor with each other, they certainly do not bear the prime responsibility for effecting the most rational use of the Jersey City waterfront. To the extent that the railroads are successful in reducing their trackage along the waterfront, they will almost certainly contribute to an increase in the fragmented ownership and use of waterfront property and a subsequent worsening of the potential for integrated development. Yet, in all fairness, it must be stated that the primary responsibility for achieving development control, integrated development and coordinated action according to a plan lies with the Municipality, the County, and the State, and other planning and development organizations and agencies.

The Challenge of Waterfront Development

Between 1940 and 1962, railroad ownership of Jersey City waterfront property declined from 76 to 46 percent of the 3,314 acre total. In the coming decade, another 550 to 875 acres will become surplus, further reducing the railroad share to between 30 and 20 percent. Assuming the 600 acres under water could economically be filled, some 2,200 to 2,500 acres of land will be available for non-rail development by 1970, less than 50 acres of which are now in productive use.

This enormous land area, strategically located close to Manhattan now priced among the lowest of any land in the metropolitan area, has enormous potential value. This potential can only be realized by a massive effort--an effort, however, which involves reconstruction of much of the rail complex, filling of the underwater lands, and the establishment of major industrial, residential and other complexes.

As can be seen from Map 1, in only one area (Claremont Channel to the CNJ coal dock) can a large single complex of land, whether for industrial or other uses, be assembled. Once this site is excluded, there is no other site of much more than 100 contiguous acres along the waterfront, a size too small for an integrated development such as Port Newark. At best, therefore, half the area not used by railroads is already prohibited from becoming part of an integrated waterfront development. Until future railroad requirements are known, moreover, not even that much area can be positively developed - the railroads could conceivably need Caven Point for a new coal dock or other new facility, further cutting down on the expanse which could be logically developed in a single piece.

The major underwater lands east of Caven Point, Claremont, Greenville, and Point Breeze can be filled and prepared for development at an economic cost, but they cannot be put to any major productive use so long as the railroad terminals stand to the west. Redesign of the waterfront pattern must not only take such problems into account, but envisage the full participation of the railroads in the planning process.

An additional example of the limitations on development may further clarify the problems that must be faced. To fully utilize the waterfront in the future, it will be necessary to construct a major north-south arterial along the waterfront, tying into the State Route 169 in Bayonne on the south and the Henderson Street approach to the Holland Tunnel on the north.

In order to build this road at present, it is necessary to skirt the Greenville Yard close to the New Jersey Turnpike, run over several channels which are proposed to be filled, span the CNJ coal dock and the CNJ freight yard, cross the Basin and tie into Henderson Street. In addition, the road will have to be strongly tied to the west by feeder roads at various intervals - which only make sense if the north-south route is constructed. The question arises: What will ultimately happen to the Greenville Yard, the CNJ coal dock and the CNJ yard? Will they be there forever or will they be someday abandoned for one reason or another? If they are to be abandoned, then it might not make sense to build an overpass over the yards or to run very close to the Turnpike. But nobody knows what will happen. There is no certainty as to what the railroads will do or could do or could be made to do. As long as the uncertainty exists, only portions of the road can be built and portions of the area developed. Nor would the mere existence of the road guarantee effective development. An impetus to build must also include assurance that land fill will take place, that the area will be developed according

to plan, and that other services and facilities will be provided as required. To implement the kind of plan the situation calls for, requires financial, organizational, and development skills of a high order.

The tools available for such a job include a public corporation or authority, the federal aids under urban renewal and depressed areas legislation, the assistance of the federal, state, and city regulatory and planning agencies, the bond issuing power of city, county and state, the development financing and construction skills found in the private market, and the participation of private builders and industrialists who need space or want to build. All these skills and tools will be needed for this kind of job; but before anything else, a full set of planning tools need to be employed. The area is vast, the known demand for industry in the metropolitan area is not great, the temptation to use the area for low level uses (such as cement and oil storage) will be high, the prejudice against such uses as residence will be great. Further, the railroads may reject any interference with their operations. The Port of New York Authority has its own interests to serve, and the hue and cry to do <u>something</u> will tend to obfuscate reason. With 2,500 acres potentially at stake, with a potential land value of a quarter of a billion dollars or more at issue, the waterfront is well worth a massive effort. A strong, well-financed, solidly backed, strongly organized planning and organizational structure needs to be established for the waterfront area - before giving a single thought to its development. Only with such a strong and decisively established operational base can the pressures for uncoordinated and wasteful development be forestalled.

CHAPTER III

THE POTENTIAL FOR INDUSTRIAL DEVELOPMENT

The poor showing of the industrial land market during the past decade does not mean that the situation is hopeless. At least three major considerations have prevented the full realization of the industrial potential in North Jersey core cities, none of which is impossible to correct. First, of course, is the high tax rate and the general inadequacy of municipal handling of industrial development operations. Where taxes are high and local administration is unprepared to tackle development problems, industry will prefer to go to the suburbs where they are assured more friendly and less expensive treatment. (This problem is discussed at greater length in the last Chapter.)

Second, is the lack of technical structuring of the industrial complex in core cities. While many industries locate in isolation in the suburbs, and have no particular need for strong linkages spatially, this becomes less and less true as the metropolitan center is approached. To make up for increased congestion, higher costs and less space, the advantages of natural or transportation linkages, of controlled developments, of expertly managed districts, etc., become of significant concern. Since the availability of labor is no longer an advantage shared only by core cities, they must now produce something more to attract industry.

Third, is availability of space in the real estate sense. A piece of land is not an industrial location until a user can actually use it. It must be served by roads, utilities, must be ready for construction, able to be bought in fee simple or otherwise conveyable. It is often necessary to provide buildings for smaller establishments and even for larger ones in order to attract them. Tax relief, fast depreciation, and other incentives may be necessary to enable the industrial establishment to make a move. Perhaps the greatest single limitation on industrial development in cities today is the lack of sites that can be developed immediately, which have the advantages of linkage, which are adequately served by arterials and which are being marketed in an intelligent and competent fashion.

In its broadest sense, then, development of the Jersey City waterfront cannot proceed rapidly until the land becomes truly marketable. This requires plans for development, municipal understanding of the needs of business, municipal and state programs to provide needed encouragements to locate in Jersey City, a program for roads and even buildings for use by industrial tenants, and perhaps most important (and least understood), a concept of the kind of industrial complex that will be attracted and the

vehicle to control development so as to produce the desired result.

Trends in Waterfront Use

If industrial development in the core is to have any validity and any future, it must have strong compensating features to counteract the attractiveness of the suburbs. The suburban advantage, which starts out with cheaper space and lower construction requirements; ends up providing higher standards reflected in more space per employee. As a result, the average has climbed from 210 to 280 square feet per employee according to a study made in 1956. As of that time, space per employee ranged downward as follows: 350 per employee in new industrial construction in New Jersey; 240 per employee in Connecticut; 210 in suburban New York and 160 per employee in New York City. Significantly enough, suburban Union County in New Jersey showed the greatest increase in the north Jersey region in firms employing more than 100 persons.

As a result of this outward shift of industry and an accompanying shift of upper incomes, industrial waterfront needs have not been strongly manifest. Though an enormous amount of money has been spent for new facilities along the waterfront, relatively few new industrial needs have been reflected in new construction, and few new concepts of industrial waterfront development have appeared. Developments such as Port Newark and Port Elizabeth, while well articulated functions, are only rationalizations of long-standing needs in the Port District.

In its September 1961 Directory of Industrial and Specialized Pier Facilities, the Port of New York Authority lists 56 industrial facilities using 81 deep sea berths and 24 specialized terminals using 41 deep sea berths. This gives a total of 80 industrial and specialized facilities using 122 deep sea berths handling a wide varity of products and materials. Among those listed as industrial facilities are ore, sugar, wine, orange juice, gypsum, chemical, coal, asphalt, containerized shipping, petroleum, and electric power plant terminals. Among the specialized terminals are oil, fish, container, ore and scrap, grain, lumber, newsprint and banana terminals. A summary of the types and their number are given in Table X, and give a fair idea of the way our waterfront is currently being used.

That waterfront activity is of major importance economically is unquestionable. In the Port of New York, a total of $268,000,000 was spent or committed between January 1946 and June 1960 for new and rehabilitated port facilities. Of this total, over 88 percent was spent on

TABLE XI

COMPOSITION OF INDUSTRIAL FACILITIES AND SPECIALIZED TERMINALS IN THE NEW YORK - NEW JERSEY PORT

Type of Facility	Number of Facilities	Number of Berths
Industrial		
Ore Terminal	1	1
Sugar Terminals	5	5
Wine Terminal	1	1
Orange Juice Terminal	1	1
Gypsum Terminals	3	5
Public Chemical Terminals	2	2
Private Chemical Terminals	4	6
Coal & Asphalt Terminal	1	1
Container Terminal	1	1
Public Petroleum Terminals	4	7
Electric Power Plants	3	3
Private Petroleum Terminals	30	48
Total Industrial Facilities	56	81
Specialized		
Public Vegetable Oil Terminal	1	1
Public Grain Terminals	2	2
Public Fish Terminals	2	3
Lumber Terminals	5	8
Common Carrier Container Terminals	4	6
Newsprint Terminals	3	3
Ore & Scrap Terminals	5	16
Banana Terminals	2	2
Total Specialized Facilities	24	41
GRAND TOTAL	80	122

Source: Directory of Industrial and Specialized Pier Facilities, September 1961, Port of New York Authority.

general cargo facilities, most of it for new construction, consisting of 63 shedded and 8 open general cargo vessel berths since the end of World War II. Most notable were the development of Port Newark, Port Elizabeth, Hoboken and Brooklyn by the Port Authority as well as New York City's construction of four (4) major marine terminals in Manhattan and Brooklyn. Combined, these developments added 65 new general and specialized berths. Private interests added another 29 berths, making a grand total of 94 berths of all types in the Port of New York. Since general cargo facilities accounted for 88 percent of this new construction, it is obvious that specialized facilities (which includes bulk handling terminals, grain elevators, industrial piers and other special purpose facilities) have been seriously lagging. In fact, if the list of specialized and industrial facilities is scanned quickly, it becomes obvious that while such items as grain and vegetables are declining and others such as chemicals, oil storage and containerized shipment shipment are increasing in volume, the situation is basically static.

While a more detailed view of the waterfront trends could be had by an examination of all new construction, it was not possible here. The most recent growth trends can partly be gleaned from a listing of users in Port Newark, however. These include sugar refining, fuel oil bulk distribution, a Daily News paper terminal, sand, gravel and cement terminal, a Sea-Land containerized shipment terminal (just opening at Port Elizabeth), and the Petri Wine plant. It cannot be implied that either this list or that of the present users of the Port represent an active demand for more space, and to some extent the new construction reflects the replacement of outmoded facilities elsewhere. The new facilities have undoubtedly met many of the existing and some of the future demands, reducing the possibility of repetition.

Some of the future needs have obviously not been met. The need for oil storage area to serve the expanding oil industry is one example. Such storage areas can take from 700 to 1,000 acres of land; the expanding need can hardly be met in existing facilities. While pipe line transportation of petroleum products might reduce the need for waterfront land over the short run, the need for more storage area will not decline appreciably over the long term.

The number of such easily recognized needs is small and they exist primarily because of economic factors. In the case of petroleum, for example, the enormous space needs cannot be met except in low-cost areas. While the Jersey City waterfront could easily provide the 700 to 1000 acres needed, it would hardly pay to go to the trouble of assembling, planning, improving and developing the land to provide it. In truth, the

oil storage business has no future in the core of New York; the distribution process will ultimately be revolutionized via intraregional pipeline, and bulk storage will be relegated to the outskirts.

Aside from petroleum and a few other visible needs, what is most noteworthy about the trends in port usage is the lack of change. While the world has gone through a major technical upheaval, little of the impact has made itself felt along the waterfront. The suburban boom has knocked the pegs out from the industrial demand picture, and no modern concept for waterfront industrial development has therefore come into being.

Delineating a Viable Industrial Complex

While the analysis of the current use of the waterfront gives few clues about the use potential along the waterfront, this neither eliminates the possibility of nor the necessity for delineating a major function or activity on which to base development. It becomes doubly imperative to find an answer that not only will satisfy individual requirements or particular demands for space, but which gives extra inducements and advantages to the group of uses which go to make up the whole. Without this approach, a major effort to develop the waterfront in an integrated and coordinated fashion cannot be sustained.

The advantages of organized and integrated development are evident in the Port Authority's development at Port Newark. Essentially a warehousing and distributing complex, Port Newark (and its sister Port Elizabeth) is a combined rail, marine terminal and limited processing area. Petri Wine, for example, one of the tenants, bottles wine from casks shipped by coastal freighter from California. Most of the goods handled in sheds in Port Newark are there for a day or a week before being transshiped elsewhere.

Port Newark's success is based largely on its inherently sound conceptual base. Port Authority studies revealed a lack of correlation between marine terminal facilities and the location of related warehousing. What the Port Authority did was to delineate this valid function and build to satisfy the demand for it. Since it made sense to combine warehousing facilities with a marine and land distribution complex, a basic element of success was assured: That of satisfying a need.

There are two other factors which help to explain the success of Port Newark. For one thing, it is big. There is plenty of space available for expansion, for storage of items like cars, for freedom to move and

maneuver. Goods can be handled more speedily. Because it is big, also, the kinds of engineering experience and the utilization of new techniques that can be brought into the development of the complex are probably unique. Utilizing a new method of construction for their transit sheds, for example, has permitted Port Newark rents to be competitive with other warehousing space.

A second factor is aggressive selling of space by Port Authority salesmen, an element of organization which adds a certain flexibility to the concept of the ideal. Not every establishment at Port Newark fits cleanly into the mold for which the complex was built. This suggests two things: First, that having a major concept does not rule out a certain number of relatively incompatible uses, and second, that there is something attractive about a major complex aside from its particular activity focus. Tenants like to identify themselves with Port Newark. Without detracting from the importance of the space selling function, it is obvious that Port Newark salesmen have several good things to sell.

But what kind of central focus should be established for the Jersey City waterfront is not easy to establish, either by looking at current waterfront uses or the newly established centers like Port Newark. Even where many single items are revealed to have good future prospects (as is shown later), they will not necessarily add up to some dominant characteristic of development. The search for a dominant characteristic is made more difficult by the assumed need to integrate waterfront activity with associated industrial use bound to a strong rail access. Since no such major developments have been undertaken in recent years (such as the Bush Terminal development), the concepts on which they were based must be completely rethought and a modern concept of such combined use developed - if it still has validity.

The Jersey City waterfront makes an excellent proving ground and experimental area in which to test new theories and ideas. There would seem to be no doubt that a practical complex must have a strong relation to the water. Thus, the import-export potential of the waterfront, the cheapness by which raw materials can be transported by water, the possible efficiencies and economies that might attend a large complex of interdependent users, these are the essentials on which a successful waterfront industrial development must depend.

An Approach to Industrial Waterfront Planning

To get closer to an understanding of the possibilities for the Jersey

City waterfront, it is useful to paraphrase some of the testimony presented by Dr. John Dyckman at the hearings on the condemnation proceedings for Port Elizabeth (New York Authority vs. Edward L. Grassman, et al, Superior Court of New Jersey). As Dr. Dyckman sees it, the basic advantages of waterfront sites for industry included the use of water in processing and transportation either of raw materials or finished products.

Dr. Dyckman envisages four main ingredients of a successful port development. First, there must be a comprehensive transportation network consisting of rail, truck and sea access. Second, he sees the necessity for a large acreage assemblage of from 300 to 400 acres into which (third) a large single user of space locates and becomes the anchor for a successful development. Fourth, he sees an advantage for any industrial concentration if it is close to a local market of some dimensions. The large acreage gives flexibility both in physical siting and in time to put together the most effective concentration. And while deepwater access is desirable, it is not of critical importance; a great many materials can be brought in by barge or shallow draft boats.

Aside from the Port Newark type of complex which rests heavily on the distributive functions requiring warehousing and trucking and rail terminals, Dr. Dyckman referred to studies made by Arthur D. Little, Inc., on the types of industry which would find an Elizabeth waterfront site desirable. Prime among these was petroleum refining, an industry which accounts for a high percentage of all bulk cargo in the port district. Dr. Dyckman went on to list several other types of waterfront users such as thermo power plant using 30 to 40 acres; sand, gravel, and cement plant using 10 acres; ore processing such as the conversion of chrome from refined ores to metal using about 100 acres; synthetic rubber plants using 30 acres; manganese processing could also be undertaken; rubber synthetic using 30 acres; detergent manufacturing using 40 acres; fabrication of ferrous and non-ferrous metals and grey iron operations; heavy structural steel and finished foreign steel, steel warehousing, scrap steel, and the fabrication of domestic steels - using about 10 acres. Also vinyl floor covering plants, asphalt plant using 20 to 30 acres, auto assembly plants, and lumber storage.

Some of these activities would require deepwater facilities, others not. Still others consume quantities of water in processing. Chrome ore processing from refined ores brought in from South America and Africa or the processing of manganese from India and Turkey would not require deepwater berths. Products such as linoleum or paper box manufacture can also be handled without deep water. On the other hand, finished

steel products warehoused in the area, sheets, tubing, alloys used in structural steel components, the export and import of scrap, all need deep water.

In terms of transportation, the existence of rail facilities can be more or less important. Almost 75 percent of fabricated metals move by truck as do most chemicals. The needs for lift-on, lift-off and roll-on, roll-off trucking terminals as well as truck-to-keel facilities for shipping in standardized truck-size boxes, are rapidly growing as is the piggyback operation. For other activities, rail continues to be a dominant carrier.

When all this is considered in terms of the Jersey City waterfront the potential for industrial development begins to emerge, but so roughly and unclearly that a great deal of thought and study is obviously necessary. Starting from an offhand rejection of easily recognized and low level uses such as oil storage, one is immediately confronted with questions which cannot be answered or can only be answered with great reservations.

For example, we do not know that more facilities such as Port Newark and Port Elizabeth are needed on the one hand, yet there is obviously much in that type of development (particularly in its distribution features) that will bear repeating. Secondly, if there is a need for deepwater facilities in conjunction with an industrial development along the waterfront, we must ask whether such facilities could be provided economically on the Jersey City waterfront. Nor is it immediately apparent how extensive might be the future demand for ore processing, metals fabrication, and finished steels processing and storage, and what the inherent advantages to an integrated and coordinated metals operation would be.

Ostensibly, one could also investigate the advantages in aiming at a somewhat lower level operation, one which excluded deepwater facilities entirely in favor of barge, coastal steamer and shallow draft vessels, emphasizing the transportation medium rather than the family of industries. This might result in the assembly of a variety of plants including ore processing, sand, gravel and cement mixing, asphalt and coal, floor coverings, lumber storage, etc., all of which do not use deep water. But here again, the advantage of a Jersey City location for such operations is not fully apparent; since the use of many of these products is for the regional rather than the national or international market, a Jersey City location might not turn out to be the most profitable. There is also a sharpening division of service areas along the line of the Hudson River, a growing tendency to emphasize service to one-half of the region rather than the other. Since Jersey City is right in the center, it becomes less valuable

for such purposes. For example, it might be less desirable as a major lumber storage location than either Port Newark or Brooklyn. The Jersey City waterfront will continue as a major industrial location. It is not possible to predict whether it will become a specialized location for a particular group of industries or whether it will be diversified.

In this chapter an attempt has been made to begin describing the possible industrial future of the waterfront as a preliminary basis for the sketch plans which follow. Needless to say much remains to be known. Major studies of industrial potential, including the locational attributes of the waterfront, the potential for transportation integration, and the future needs for industrial land and space are a part of the program described elsewhere in the report.

CHAPTER IV

DEVELOPMENT POTENTIAL OF THE WATERFRONT

Assuming that between 2,400 and 2,700 acres of land along the Jersey City waterfront could be made available for development within the next 10 or 15 years, it is fairly obvious that the choice of uses cannot be limited to industry alone. Twenty-five hundred acres is an enormous amount of land, especially when it lies in the heart of the metropolitan area and is partially served by rapid transit. The potential for development is so great and the area is so large, that almost any urban use can be serously considered.

Accordingly, an optimum waterfront development proposal has been sketched in which other uses play a considerable role. While the consolidation of railroad facilities and the establishment of major industrial and marine and rail terminal complexes were given the highest priority, residential and recreational possibilities were also considered basic to the most rational development of the waterfront. The resulting sketch plan is shown in Map 4. It must be emphasized that this sketch plan is only one of many possible alternatives.

The sketch plan has been studied and considered in sufficient detail to serve as tentative direction-giving force. Its major usefulness lies in the demonstration of the feasibility of integrated waterfront development, at least in conceptual terms, taking existing commitments, probabilities, situations and possibilities into account.

The decision to include residential and other uses in the redesign of the waterfront was not made arbitrarily, but was supported by several rough studies of the impact of such uses on the Jersey City economy. These are preliminary analyses, but are sufficiently detailed to show the general advantages such a development might effect. They show that residential development should be seriously considered because of its remarkable impact on CBD (Journal Square) sales, because of the new jobs wholesale and retail trade it is likely to open up, and because of the gain in taxes over costs. Similar though indirect advantages were found in the analysis of recreational uses.

The positive findings in each of the cases studied bear witness to the truly fantastic potential for development in this area. It is likely that several other uses could demonstrate similar potential, but these suffice to make the major points: That the Jersey City waterfront should not be

reconstructed solely for industrial or transportation uses in the future, and that definitive decisions as to just how the area should be developed will require more detailed study.

In the brief reports on the impact of specific uses which follow, an attempt has been made to mirror the general scale of development which might be required to justify a particular case. Crude extrapolations were therefore made of the impact of 1,000 acres of both residential and industrial uses, a figure which roughly corresponds to the proposed scope of development along the waterfront. Recreational use is more crudely assessed, but in sufficient detail to demonstrate their potential utility.

1,000 Acres of Residential Development

Jersey City, which now has a population of approximately 275,000 people would be significantly affected by an additional 25,000 families, the number that could reasonably be accommodated on 1,000 acres of waterfront land. It would mean an increase of almost 25 percent in population with all this entails. Not only does it mean an increase in needs for schools and other public improvements, but it also means significantly greater purchasing power and job increases in the non-manufacturing area.

During the last decade, new construction in Jersey City averaged 194 units per year net, or a gross addition of some 263 units a year. Over a 10 year period, somewhat less than 2,000 dwelling units were added to the stock, a number insufficient to stem the decline of the population between 1950 and 1960. While only 17 percent of the City's housing stock is deteriorating or substandard now, analysis of housing quality over the last two decades suggests little overall improvement and at worst continued deterioration of the existing housing supply. Furthermore, the rate of new construction is low and continued aging of the housing stock will ultimately affect the quality of housing in Jersey City.

According to a recently completed analysis of the housing market in the North Jersey Region, core high density, cities such as Jersey City could have a heavy construction schedule during the next 10 years. Based on Jersey City's population (which is 11 percent of the core population in the North Jersey Region), the rate of new construction will have to be raised to about 940 dwelling units a year between 1960 and 1970 in order to approximate the projected regional average. Much of this construction is expected to come from urban renewal programs; the rest on vacant land. It is obvious that many cities will find themselves unable to meet this

construction rate because of relocation difficulties as well as the lack of suitable vacant land. Through the use of waterfront land for housing purposes, however, the number of housing units built could be rapidly accelerated, relocation problems minimized, urban renewal maximized, and housing costs lowered because of the relatively inexpensive land. In fact, assuming that New Jersey initiates a middle income housing program similar to that underway in New York, it should become possible to provide many thousands of Jersey City families with better housing at prices consistent with their income.

Given the availability of land on the waterfront, there is no reason why Jersey City should not be able to construct as much as 2,500 units a year during the coming decade, exceeding by two-and-a-half (2 1/2) times the projected rate for Core Cities. Since the land is centrally located, inexpensive, and without relocation problems, a sizable community could be built and marketed without excessive difficulty.

The effect of such a supply of new housing on the tax revenues of the City is startling. Assuming an assessment on land and improvements of $7,000 per single family or row house units, $4,500 per garden apartment unit and $3,000 per high rise unit, and further assuming 5,000 single family or row house units, 15,000 garden apartments, and 5,000 high rise units, the total assessment on land and improvements would amount to $117,500,000. Based on the City's present rate of $113 per $1,000 assessed valuation, the City would derive $13,380,000 in property tax revenues. This figure, which does not include commercial uses that would accompany the development, is 70 percent of the total residential property tax revenue now collected by the City.

There are costs that will have to be borne by the City of course, and there are services. Based on $50,000 a schoolroom, for example, a $30,000,000 capital cost would be required to provide an estimated 600 classrooms to meet the needs of the 25,000 families and their school age children.

Nevertheless, in terms of operational expense to the City, it is fairly obvious that the tax rate can be favorably affected as a result of the new construction. Its higher than average value guarantees this.

Assuming that the housing built will attract families with average incomes of from $7,000 to $9,000 a year, the buying power per capita of Jersey City residents will also increase. At the same time, of course, the number of people will also significantly increase, enormously increasing

total purchasing power in the City. Present yearly sales per capita in the Journal Square shopping district are estimated to be $213. This is far below such sales in Elizabeth (about $400) and Paterson (about $470), and does not begin to approach that of Newark, a healthy $600 per capita. This low sales level in Jersey City can be attributed to two factors: (1) the inadequate selection of merchandise available in Journal Square, and (2) the relatively small population within its immediate area of attraction.

These substantial increases in population and buying power within the market area of Journal Square would undoubtedly stimulate the addition of major shopping facilities to its already diverse commercial facilities. The establishment of a department store would itself encourage other stores to locate in Journal Square. With these changes, Journal Square could ultimately emerge as a regional center -- and thus capture a more fair share of the consumer dollar of Jersey City and other nearby residents. It is estimated that with a strengthened and revitalized Journal Square, sales could double, moving from some $60 million to $120 million per year.

When the effects of 25,000 new families are added to this picture, a further significant gain is derived. It is estimated that this group (which will be closer to Journal Square than to any other major business district) will spend some $35,000,000 in a revitalized Journal Square. This could raise projected sales in the CBD by 28 percent to a total of $155,000,000. This new business could represent as much as $17.5 million in assessed valuation, adding another $2 million in taxes to the City's coffers. It would also help speed the emergence of Journal Square as a true regional center.

In addition to the increased CBD business, there would be a very substantial increase in retail and wholesale employment. Based on Jersey City's ratio of income to local retail sales, an additional $109,000,000 would be spent locally by the 25,000 families in addition to their CBD purchases. When translated into increased employment, the $144,000,000 retail increase amounts to an additional 7,350 workers in retail and wholesale trade (based on the current ratio of 52 wholesale-retail workers per million dollars in sales in Jersey City). Further employment increases would be expected.

It is obvious that new residential development along the waterfront incorporates significant advantages. Not only does it help the tax base, but it helps bring into being an essential amenity (a true central business district) and opens up substantial new job opportunities for Jersey City

residents.

1,000 Acres of Industrial Development

If 1,000 acres of Jersey City waterfront land were developed industrially, the resulting picture would be somewhat different. Based on a rough average of 30 workers per acre (as shown in recent development in Philadelphia and New Jersey), approximately 30,000 people could be employed in the developed area. These new jobs would be welcomed not only in Jersey City where the unemployment total is high, but in surrounding communities with similar problems. In many core cities in New Jersey, manufacturing employment has been steadily declining since World War II. Between 1950 and 1960, there has been a loss of 8,589 manufacturing jobs in Jersey City alone.

If 30,000 jobs were to become available in Jersey City, it is expected that about one third (1/3) of those jobs would go to Jersey City residents, and two thirds (2/3) to residents of other communities. Many would go to the unemployed, others to those seeking better jobs, and the net effect would be to reduce unemployment over both the short and long term assuming accompanying training and retraining programs.

While it is not expected that the addition of new jobs alone will stem the population decline, it will undoubtedly have an effect on new construction of housing and commercial uses. The average wage should increase in the City, and purchasing power will be higher. In terms of retail sales, some $7,500,000 additional might be expected, and to the extent that non-residents commute through the City and its central business district, there would be an increase in retail sales from this source. Assuming half the nonresidents do so, from 10 to 20 percent of their consumer dollar will be spent in Jersey City, perhaps $7 to $14 million.

Another significant effect of new industrial development, however, is the increase in tax revenue. Assuming an assessed valuation of $15,000 an acre and an assessed value on improvements of $4.00 per square foot of floor space, and further, that space is provided at the rate of 360 square feet per employee, then the assessed value of land would be $15 million, that for improvements would be $43.2 million, the total being $58.2 million, yielding a tax revenue of some $6.6 million yearly to the City. This amounts to about two-thirds of the 1962 non-residential, non-rail tax levy of $9,657,467.

There are of course many improvements such as arterials that would have to be undertaken as capital costs, but there is no doubt that industrial development will be helpful to the City on the basis of the taxes it would produce. Not to be forgotten either is the decrease in unemployment, the increase in personal income, and the increased sales to non-residents.

A final advantage in industrial development must be mentioned here. It is the fact that consolidation of railroad facilities will undoubtedly be facilitated when undertaken in conjunction with a planned industrial and marine terminal development program. Not only will industry and rail use be fit company for each other, but the design of facilities and creation of a concept for a waterfront industrial and rail center could be more impressive and mutually helpful than any rail consolidation alone.

As demonstrated in the analysis of residential development above, an industrial development also has its advantages, as well as a more direct connection with existing development. While this is so, it is well to keep in mind the dwindling space requirements for rail, and the rather uncertain market potential for new industry (which was discussed earlier in the report).

Potential for Recreational Use

Many suggestions have been made for recreational, amusement or cultural use along the waterfront. Among them are a state park in the vicinity of the CNJ and Lehigh yards at Communipaw, the construction of a direct access connection between Liberty Island and the Jersey shore (to which can be added another link to Ellis Island as well), a marina for small boats in conjunction with a cultural and entertainment center, a Freedomland-type of development at Caven Point, and other ideas. In fact, the State Department of Conservation and Economic Development in conjunction with the City is currently evaluating the feasibility of the State Park and related proposals.

Some exploratory work has also been done on the possibility of constructing a large scale complex of recreational facilities on the waterfront. Such facilities could be developed for multi-use purposes--for both indoor and outdoor use (as in the new Civic Arena in the Golden Triangle in Pittsburgh). They would attract users from the entire metropolitan region.

Accessibility by way of Port Authority Trans Hudson Railroad (PATH) from Exchange Place, by Turnpike, by ferries serving Hoboken, by air from Newark Airport and by Helicopter service--would all guarantee access to an extremely large potential market. It would also encourage support by the concerned carriers as well as strengthen any argument for establishing a rapid transit belt line from Staten Island north to Jersey City and across to Manhattan. It might also create traffic pressure for additional trans-Hudson facilities.

Such developments could be tied to a State Park development and the redevelopment of the downtown area -- especially proposals for Exchange Place and the Tidewater Basin area.

Income from the multi-purpose, year-round use of such facilities and associated activities should compare favorably with other possible use in the area, while also serving to meet the needs for recreational activity in and outside of Jersey City. It would generate a considerably greater secondary activity to serve the users - such as restaurants, shops, local transportation facilities, possibly even motel facilities to serve Turnpike users with business in New York as well as recreation and entertainment. It would bring people to Jersey City who might otherwise never visit.

Finally, it would contribute something new to the region's urban core, rather than competing for similar advantages with neighboring communities. With increasing pressure on open land, especially in Manhattan, it would be putting to use a rare resource for the inhabitants of the country's most densely settled urban region.

Financing this project may be eased by a number of considerations. First of all, income from property taxes and secondary retail and service expenditures would alone generate considerable local support for the proposal. Also, it may be possible to use "green acre" funds for part or all of such an integrated recreational use.

Sketch Plan for the Waterfront

The sketch plan adopted for inclusion in this report envisions a major overhaul of railroad terminal facilities, the creation of a new major industrial complex, sizable amounts of new residential area and a major state or national park development. The development would be served by a network of a new arterials. The plan is shown graphically

in Map 4.

The plan is based on a set of assumptions and estimates which reflect both recent development experience and sound planning and development practice. The allocation of land for the several purposes envisioned in the plan is based on present strong demands for large acreages for exclusively residential or industrial use. The large assignments of space for residential use are grounded in the facts that the residential land market is much stronger than the industrial market and that the overall impact of residential development on the City's economy would be extremely favorable.

The need for large urban parks was recently well documented by the Regional Plan Association's study, "The Race for Open Space", and is particularly acute in Jersey City. The recreation proposals of this plan would go a long way towards meeting this need as well as a catalyst in achieving the other plan proposals.

The plan is also based on certain principles, primary among which is the provision for sufficient residential land to make it economic for the City to provide residential services.

Development could be expected to occur in several stages. While alternatives appear possible, the general objective would involve the reconstruction of consolidated railroad terminal facilities on newly filled and compacted land east of Point Breeze, the Greenville Yards and the Claremont Terminal. A major industrial and marine terminal development would accompany this reconstruction. To the north, Caven Point and adjoining lands would be developed residentially and a start made on the recreational development. Eventually in place of the CNJ yards and terminal areas, residential and recreational development would take place.

Costs of this development have not been calculated, but a few comments on the costs of filling underwater land would seem to be in order. While some of the landfill might result in land costing as much as $1.00 per square foot, this cost must be assessed against the values of creating additional space for other uses. While only a portion of the filled land will be used residentially, for example, the more land that is filled, the more will be available for residential use in unfilled lands. And, considering the advantages of residential development to the City, a land cost of $1.00 per square foot at proposed densities is not excessive. Whether the land that is filled is actually used for residence, industry



STAGE 1



STAGE 2



STAGE 3



LEGEND

LAND USE

- RESIDENTIAL - INCLUDING RELATED COMMERCIAL & PUBLIC FACILITIES
- COMMERCIAL - INCLUDING OFFICE & RETAIL
- INDUSTRIAL - INCLUDING RAIL TERMINAL & PORT FACILITIES
- PARKS - INCLUDING RECREATIONAL & RELATED USES

STREETS

- EXISTING & PROPOSED
- STAGING
- FINAL PROPOSAL

SKETCH PLAN FOR THE WATERFRONT

CITY OF JERSEY CITY - DIVISION OF PLANNING

1000' 0' 2000'

FEB., 1963 MAP 4

or rail or marine operations is therefore a question of bookkeeping rather than intrinsic cost.

In sum, some 1,500 acres of land are allocated for rail and industry, some 1,000 acres for residential use, and almost 350 for a state and national park. A new north-south highway will link the Bayonne truck route with the Holland Tunnel, and a system of feeder arterials associated with it. The development must be centrally controlled and carefully staged so as to realize the area's maximum development potential.

Railroad Consolidation - The plan assumes that ultimate reconstruction and consolidation of rail facilities in Jersey City is both desirable and probably mandatory if integrated development of the waterfront is to be successful. As proposed the plan envisions major landfill operations at Point Breeze and the Claremont Terminal, and the reconstruction of terminal facilities in conjunction with the development of a major industrial complex in the area. These developments can be initiated without disrupting operations at the Greenville or Claremont yards; when reconstruction is complete, major changeovers can take place.

As suggested earlier in the report, three specialized facilities will need to be built to handle all terminal operations of all the railroads. New connections to link the Erie and the Central New Jersey to the Claremont-Greenville complex would also be constructed as needed. These connections would serve to make all industry along the waterfront directly serviceable by all railroads, providing an additional advantage to industry in Jersey City. Agreements for mutual use of these facilities will have to be concluded by the participating roads.

If adequate new facilities were available in the Greenville Yards area, the Central New Jersey and Erie facilities could be closed down. On the lands of the Central New Jersey, new residential and park development could be undertaken, while the Erie lands could be given over to new industrial and marine terminal development. One alternative, which deserves further consideration is the continuation of some Erie facilities at their present location, reducing the need for a heavy north-south freight movement through the City.

An additional possibility for rail use is the development of additional piggy-back and tractor-trailer transfer points along the major north-south rail route west of the New Jersey Turnpike. Local freight stations might also be located along this route, freeing the actual terminal area for more direct water-oriented operations.

Industrial Use - Four rather distinct types of industrial use are envisioned along the waterfront. First, is the development of a major metals refining, warehousing and fabrication complex, hopefully built in conjunction with the rail terminal complex in the Greenville-Point Breeze area. Deepwater facilities and a large number of berths could be constructed in the channel between the naval base and Point Breeze to provide direct ship service to industry. The close availability of major rail facilities, including lighterage and interchange points could give the location a decided advantage over others for both import, export and nationwide distribution of finished steels and fabricated products.

A second type of use, primarily distribution and transport-oriented in nature would be located along the north-south connections between the Erie lines and those of the other railroads as stated previously.

A third type of use might be classified as general industrial use, essentially built up around the new industrial developments at Liberty Industrial Park, Lafayette, and adjacent areas. While further studies will have to be made to determine the specific function for this area, it will not be as directly water-oriented as other parts of the waterfront. It is, in fact, the City's major industrial land resource at the moment, and should be carefully developed to make full use of the area, both for new industry and that which may be dislocated by renewal or other improvement activity in the near future.

A fourth type lies in the waterfront area north of Communipaw. Here, on lands that might be given up by the railroads, industrial use is primarily indicated though some residential use in the vicinity of Exchange Place is a reasonable alternative. In these areas, where deepwater channels border existing development, a demand for marine terminal use, either closely allied to specific industries or for general cargo or passenger line functions undoubtedly exists. There may also be need for additional facilities of the Harborside variety, but further study will be needed to determine its extent.

Residential Use - Two separate proposals for residential use are embodied in the plan. The first, Caven Point, envisions the use of all the area in Caven Point and as much to north, south and east (underwater) as can be spared for an initial residential development of from 300 to 400 acres. A second section would be built to the east on the remaining portion of the City-owned underwater 312 acres. A third section of some 50 to 100 acres could be built on Claremont Terminal upland area once the new facilities were built.

Altogether, some 750 acres of residential development could ultimately be built in the Caven Point area. This would provide for a population of more than 50,000 people, a large enough concentration to permit the construction of a local shopping and business center, schools through the junior high school grades, and even a small high school if it were considered desirable. The area would thus be capable of a large degree of self reliance and sustenance as a residential community, considerably reducing the effects of its isolation from the rest of the City.

The second residential area lies on the CNJ yards south of Grand Street, and is approximately 250 acres in size. This would be part of the existing residential area to the north, and would become an addition to it. Approximately 20,000 people might be housed in this area - within a five minute bus ride from the Grove Street tube station.

Recreational Use - A major recreational area is proposed consisting of a strip of land stretching more than two miles along the waterfront south of the CNJ passenger station at Communipaw and encompassing an area of between 300 and 400 acres. The park development proposal could be expanded and would be enhanced by relating the Statue of Liberty and Ellis Island with the mainland of Jersey City, thereby opening the possibility of creating a recreational and cultural center of national interest. If this idea were pursued, 50 acres of shallow underwater land off Liberty Island could be filled in order to provide space for facilities adequate to serve the additional thousands of visitors that could be expected to come to the more accessible monument.

The proposed mainland park could include diverse facilities for both passive and active recreation. The existing docks, piers and associated marine facilities existing from the Tidewater Basin southward suggest the possible creation of a marina complex, including a marine museum, fishing, pleasure and sightseeing excursion facilities and numerous other activities connected with the use of the water. It has also been suggested that such a park would make an appropriate final berthing place for the battleship USS New Jersey.

This proposal is of such magnitude and, if properly developed, would provide so great a recreational attraction, that it would clearly serve an area much larger than Jersey City or Hudson County. Thus the State of New Jersey has been requested to study this proposal and to undertake the acquisition and development of the park. Since the City already owns a great deal of the property within the proposed park, the acquisition cost of the remainder by the State would be greatly

reduced.

Further south it is evisaged that part of the frontage created by filling in the City-owned 312 acres east of Caven Point would also be set aside for public park purposes. This area would be a direct attraction for the residents of Caven Point, just as the whole contemplated development would be a welcome addition to the people of Jersey City and the region. Since access is more difficult to this part of the area, it might be better to create the space as City park rather than State frontage, but it deserves further study.

Arterial Development and Staging

Transportation Proposals on the Waterfront. The large tract of land on the Jersey City waterfront, east of the New Jersey Turnpike and south of the Tidewater basin, can be characterized by its high percent of railroad ownership, vacancy, under utilization and lack of accessibility. With the changing railroad technology and transportation economy, conditions would be created which would make available a great opportunity for intensive development of this prime location in the metropolitan region.

To realize the full potential for development of the waterfront, and to avoid inadequate and unrelated development of inefficient arterial links for each of the small sections of the area, a well knit and coordinated transportation network is a key necessity. The objectives of such a system would be:

1. to connect and relate the new development with the City and the rest of the metropolitan area;

2. to serve the waterfront area including the separation of traffic by types;

The proposed traffic circulation plan recommends two major arteries, one located east of the Turnpike and close to the Bulkhead Line, hereafter referred to as the Tidewater Freeway, the other is on the west side of the Turnpike on or near the existing right-of-way of the Lehigh Valley Railroad, hereafter referred to as Pacific Avenue Extension. Both facilities will connect with Grand Street and tie into the Bayonne Industrial Highway (State Highway 169) and to the Holland Tunnel via the Henderson Street Improvement. They will be limited access arteries with design capacity of 35 to 50 miles per hour and will be connected with cross feeder routes at several points to tie the existing built up area in with the proposed

development.

The entire system would be developed in stages, each of which would improve the present system, open up new areas for development, and finally result in the completion of the entire transportation network. The staging would be as follows:

Stage 1.

(a) Henderson-Grove Street Improvement (7,500 feet)

This improvement would be the northernmost section of the Tidewater Freeway and would connect the Holland Tunnel entrance with Grand Street and then extend southward to connect with Johnston Avenue. The section north of Grand Street will be constructed in conjunction with and accomplished as part of the several urban renewal projects now in progress or being planned for the area. The stretch south of Grand Street up to Johnston Avenue would be a new facility mostly on City owned land. This improvement would open up large sections of City owned land for development on the Tidewater Basin and also enable Johnston Avenue to become a much needed alternate route to Grand Street for Holland Tunnel traffic.

(b) Bayview Interchange Connection (3,000 feet)

This section of the improvement would connect the New Jersey Turnpike Interchange with the proposed Tidewater Freeway and thereby open up and increase the development potential of the Black Tom area. In addition, this section would provide access to the first part of the State Park.

(c) Caven Point Road Improvement (4,000 feet)

The present connection of Caven Point road with the New Jersey Turnpike Intershange at Bayview would be improved and extended south to meet the cross feeder arteries at Chapel and Linden Avenues. This would make available a large tract of virtually open land for more intensive and productive use and would also improve connections between the existing and the proposed development.

(d) Caven Point Pier Road (3,500 feet)

This road provides a direct connection between Caven Point and the City street system at Chapel Avenue. While this is an existing route, substantial improvements would be needed to serve any large scale development at Caven Point.

(e) Point Breeze Section of Tidewater Freeway (2,500 feet)

The development of this section would enable immediate development of large parcels of potential industrial properties both in Jersey City and Bayonne. Since it would tie in directly with State Route 169, there are few engineering problems that would hinder its construction.

(f) Tidewater Freeway (Section between proposed park and Liberty Industrial Park - 1,200 feet)

This section of the Tidewater Freeway would provide direct access to the proposed recreational facilities opposite Liberty Island. The road would also enable further developments within the Liberty Industrial Park area.

Stage II

(a) Caven Point Loop (8,000 feet)

The cross feeder at Chapel Avenue would be extended to meet the proposed alignment of the Tidewater Freeway and would form a loop around the Caven Point site to open up this area for intensive development.

(b) Pacific Avenue Extension (8,000 feet)

This north-south artery would be constructed on the present right-of-way of the Lehigh Valley Railroad and would join the Bayonne Highway, the cross feeder routes at Linden Avenue, Chapel Avenue and the Bayview Interchange and then extend along the existing right-of-way along Pacific Avenue to meet with Grand Street.

Stage III

The development and completion of improvements at this stage would greatly depend on a number of factors including the future of Communipaw Yards of Central Railroad of New Jersey, the consolidation of railroad facilities at the Greenville Yards and the reclamation of land under water.

Access routes tying in the west side of Jersey City would expand the proposal into an integrated loop highway system. Such a system would serve not only the waterfront, but would relieve congestion and provide more speedy and direct service throughout the City. One such connection that should be explored is the utilization of the existing right-of-way of the Newark and New York Railroad, south of Communipaw Avenue.

The completion of each stage would not only improve the present movement of traffic but would also make available large tracts of land for intensive residential and industrial development (See Map No. 5)

This plan for the waterfront is primarily an exploratory effort. It serves to demonstrate both the magnitude of the development opportunity and the feasibility of a planned approach. It is fully realized that considerably more detailed analysis will be required in connection with actual development. The Waterfront and Industrial Development Program recommended in this report will insure that adequate continuing research and planning are an integral part of development efforts at every stage.

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downtown plan

SPECIAL PLANNING REPORT

OF JERSEY CITY/OFFICE OF THE MAYOR/DIVISION OF PLANNING

1965

CITY OF JERSEY CITY

THOMAS J. WHELAN

MAYOR

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DOWNTOWN, JERSEY CITY

A GENERAL NEIGHBORHOOD PLAN REPORT

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July 1965

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DOWNTOWN
JERSEY CITY
&

INTRODUCTION

Downtown Jersey City

The problem of well constructed but old and obsolete neighborhoods at strategic locations near the center of vibrant and expanding metropolitan regions is nowhere better illustrated than in Downtown Jersey City. Magnificently located opposite Manhattan, with rapid transit (PATH) connections to both the Wall Street and Midtown areas, an old neighborhood of many fine brick homes similar to those of Brooklyn Heights, Downtown Jersey City is deteriorating and declining in population and attractiveness.

For more than a decade citizens, churches and public officials have called for some action to maintain Downtown, but experiments by private builders and efforts at municipal controls have been uncoordinated and unsuccessful. Two urban renewal projects within Downtown and one on its boundary have evidenced municipal efforts to change the course of this area. Comprehensive studies of Downtown were undertaken as early as 1960. Yet the area continues to decline as a place to live. What is evidently necessary is a coordination of extensive municipal and private rehabilitation action through a program for neighborhood renewal of all of Downtown with Federal assistance.

The Concept of General Neighorhood Renewal Plan

The concept of Jersey City's Downtown General Neighborhood Renewal Plan (GNRP) is to provide a comprehensive plan framework and a basis for the improvement of neighborhood conditions in this community of Jersey City through a program which combines a variety of treatments. This multi-faceted approach includes; neighborhood by neighborhood planning, and community organization; re-development; neighborhood and housing rehabilitation; municipal capital and service improvements, including new schools and parks; code compliance and enforcement; new housing; and generally increased neighborhood standards for housing, community services, schools, parks and playground. In the Plan, standards for all of these are established sufficiently high both to qualify for Federal assistance under Federal Housing Administration and Urban Renewal Administration regulations, and at the same time to allow maximum housing opportunities for the moderate and low income families currently occupying the neighborhood. The Plan is designed to fit realistically into the City's financial resources and to maximize Federal matching aid for major capital expenditures to be made in the Downtown area. The Plan is in accordance with the City's Comprehensive Master Plan, amended by the Planning Board in January 1965. Finally the Downtown GNRP is designed to meet all the requirements for Federal assistance including a requirement that an initial rehabilitation project (Hamilton Park) be selected simultaneously with the filing of the GNRP.

History of the Plan

Preparation of the Downtown GNRP was the result of efforts commencing as early as 1962 to resolve the several problems of the Henderson Street Urban Renewal Project, specifically: (1) the need for an updated master plan for the entire surrounding community to which the project could conform. (2) the narrowness of the area initially selected to be redeveloped, and (3) the proximity to the redevelopment area of seriously deteriorated structures across Grove Street and across 2nd Street and 9th Street. At the request of the Jersey City Redevelopment Agency, the Division of Planning undertook to prepare a plan for Downtown and a complete program for its improvement.

At this time the City has programmed a number of major public improvements in Downtown for which the sites were selected during the planning process and the improvements incorporated into the

recently adopted Master Plan (including a high school, an elementary school, two major sewers, several street extensions and improvements, a consolidated fire house, and others, at an estimated total cost to the City in excess of $10,000,000.) Most of these have been authorized by the Municipal Council but construction has not yet commenced.

Rehabilitation of Downtown has been and is a major goal of the City's long range community renewal effort. Therefore, it was logical to take advantage of existing Federal urban renewal legislation to secure maximum credit toward the rehabilitation program for these and other improvements required for a comprehensive program for Downtown by preparing and submitting to the Urban Renewal Administration at this time a General Neighborhood Renewal Plan.

Under Title I of the Housing Act of 1959, municipalities may prepare a GNRP for a ten year program of Federally aided projects for treating entire neighborhoods on a comprehensive basis. Such programs may include actions to redevelop, to rehabilitate, and under new provisions adopted in the Housing Act of 1964, to enforce local codes and ordinances.

These programs require improvement of community facilities by the municipality and as noted above some $10,000,000 in capital improvements are already committed for Downtown. All improvements must be and are in accordance with the officially adopted Master Plan and the 1965-1970 Capital Improvements Program. It now appears that the filing by the Jersey City Redevelopment Agency of a GNRP for Downtown would capture local credit for these and other improvements necessary to maintain basic public services Downtown toward upwards of $20,000,000 in Federal Title I funds over a ten year period. Such funds if adequately planned and programmed on a neighborhood by neighborhood basis could support an extensive program for rehabilitating the entire Downtown section and accomplish a significant portion of Jersey City's community renewal goals.

Objectives of the Plan

The primary goal of the Downtown GNRP is to improve the housing and neighborhood environment in a manner to encourage families of all races, ethnic backgrounds and income levels to remain or return to Downtown and to cause a minimum of social hardship or displacement. Downtown has now and has always had a variety of peoples. There are many unique institutions including active churches, ethnic clubs, and even retail facilities specializing in serving existing enclaves of Polish, Italians, Irish, Puerto Rican and other ethnic groups in Downtown. Moreover, many groups are closely attached to existing parish churches. These strong neighborhood ties require extreme sensitivity in formulating the necessary measures for securing adequate housing. Similar attention will be given to the special needs of the large existing elderly population in Downtown.

Relocation must be minimized because of the shortage of housing and low rentals elsewhere in the City. It is realized that displacement by the removal of the most substandard buildings which cannot be salvaged will affect low income families, primarily Negro and Puerto Rican but others as well; and implementing the Plan will require an adequate housing solution for all groups affected.

General Neighborhood Renewal Projects

For purposes of survey and planning, Downtown has been divided into four residential neighborhoods and the Newark Avenue Business District. The neighborhoods are separated by major streets. Rehabilitation project activities will begin adjacent to the existing Henderson project at Hamilton Park and proceed in each neighborhood individually. Neighborhoods may be further separated into sub-neighborhoods by a pattern of secondary streets designed to minimize traffic in accordance with a circulation plan. Schools, recreation and other community facilities, as well as neighborhood shopping

areas where needed, will be planned for each neighborhood and sub-neighborhood. Rehabilitation project areas of Hamilton Park, Paulus Hook, Van Vorst, and The Village will be predominantly for residential use. Incompatible industrial and commercial uses will be gradually eliminated over the ten-year period, although some industrial uses not objectional to the neighborhood will remain. Substandard housing will be demolished and the major reuse of cleared land will be residential, both public and private. Municipal code enforcement activities and public improvements will be coordinated with the projects so that as the housing is improved the neighborhood facilities and services are improved simultaneously.

A consolidated Newark Avenue Business District, the last project, will be redeveloped as a predominantly commercial area through the elimination of deteriorated and often vacant commercial and residential uses and constructing new commercial uses supported by an improved circulation system, both vehicular and pedestrian, and extensive off-street parking.

A widened Henderson Street north of Newark Avenue and a new Railroad Avenue will separate the predominantly residential area within the GNRP area from adjacent industrial, railroad, and untermined areas to the east. The predominantly vacant area south of the Morris Canal Branch of the Lehigh Valley Railroad is preliminarily designated residential in the Waterfront Plan subject to the findings of current planning studies. The New Jersey Turnpike, the Palisades, and the Erie Railroad on the west and north constitute major barriers separating the GNRP area from adjacent neighborhoods . The new apartment structures and new streets in the Gregory Project tie the Paulus Hook neighborhood to the rest of Downtown. The Colgate industrial complex will continue to occupy the bulk of the area east of Greene Street, lying outside the GNRP.

The two existing urban renewal projects, forming a part of the residential area of Downtown, Henderson and Gregory, are excluded from the GNRP although these have been revised to conform with the Plan. The Henderson project will make available approximately 25 acres primarily for moderate income residential redevelopment. Acquisition and demolition should be underway by 1966. The Gregory project will contain approximately 1000 dwelling units. The final 200-unit building is to begin this year as a limited divided 221(d)3 financed project.

The Plan For Housing

Housing would be improved through a variety of techniques. Extensive enforcement of housing codes will eliminate most minor violations. Housing standards acceptable to the Federal Housing Administration will be established in each project area for eligibility for home mortgage insurance to aid private owners in financing improvements. Structures not salvagable, uses incompatible with the neighborhood, or land needed for community improvements would be acquired and cleared by the Redevelopment Agency. Substandard structures which can be rehabilitated but in which the owner is unwilling to invest will be acquired by the Redevelopment Agency and either rehabilitated and resold or sold outright under conditions that the new owner restore the structure to a standard unit. The Housing Authority will be requested to build new units or restore existing units for public housing use. Finally new private housing will be constructed on vacant or cleared land.

The Plan for Community Facilities

A major element of the Plan is continued improvement of community facilities by the City. School standards and park and playground standards have been established to provide guidelines for detailed planning of each project. New small parks and playgrounds will be provided in each neighborhood.

Municipal bonds already have been authorized for a new High School and an elementary school for the GNRP area, and construction is about to begin. Population projections are being refined and standards will be applied to each neighborhood in survey and planning stages to determine any additional school needs, whether new construction or rehabilitation of existing capacity.

As to street and traffic improvements; Henderson-Grove Streets will be improved and widened to serve as the major north-south arterial. Railroad Avenue will be improved and extended to form the major east-west arterial. Montgomery Street will be improved and landscaped as development proceeds. The other major and collector streets shown on accompanying maps will be improved and widened to 80 feet and 60 feet where practical.

A comprehensive sewer engineering plan and reconstruction program for the entire GNRP area will be prepared. In addition, a new primary fire house has been constructed at Newark Avenue and the Turnpike. Two secondary fire houses may be required to serve the GNRP area. Library service will be studied with the possibility that it may be consolidated in a single Downtown branch.

Cost Estimates

Preliminary estimates indicate the five-project program could cost approximately $30,000,000 over a ten-year period. The Federal and local share of net project costs should be approximately $20,000,000 and $10,000,000 respectively. The local share of project costs is expected to be provided almost entirely in the form of non-cash grants through projects already scheduled in Downtown in the Capital Improvement Program or necessary to Downtown whether or not renewal continues.

Conclusion

In the pages which follow detailed plans and proposals are presented along with the research and studies conducted by the Division of Planning with the cooperation of the Jersey City Redevelopment Agency. A series of authorizing actions by the Planning Board, the Municipal Council and the Redevelopment Agency will be required to implement the program.

I GENERAL DESCRIPTION OF AREA

Location:

Jersey City is part of a peninsula between Newark Bay and New York Bay. Its location opposite Manhattan has made it a transportation corridor. For neighborhood analyses purposes, the City is conveniently divided into seven communities. The General Neighborhood Renewal Area encompasses the bulk of the built up area of Downtown – the area of original settlement. Downtown is a low lying area between the Palisades and the Hudson River. The Plan area is bounded generally by Tidewater Basin, the New Jersey Turnpike Extension and the Hudson River. It contains 440 acres, 5% of the city total.

Existing Land Use:

The Plan area is predominately residential. A primary commercial concentration is located on the easterly end of Newark Avenue; and secondary commercial strips are found along most major streets. The major streets and railroad right-of-ways divide the Plan area into sub-neighborhoods. These sub-neighborhoods typically contain a residential core, with commercial and some industrial uses on the periphery. The land use pattern is illustrated in Map No. 1.

Population:

One of the significant facts about Jersey City is its population decline during the past thirty years. City-wide there was a net decline of 25,000 people between 1940 and 1960 alone. The largest decline by far occurred in Downtown which lost 13,800 people or 23%. The Plan area contains approximately 37,000 people or 84% of the Downtown total. Between 1940 and 1960 the non-white population in Downtown increased by 76%. Downtown has been one of the neighborhoods which has recently experienced a marked influx of Negro and Puerto Rican families.

Housing Quality:

An index has been designed to measure housing quality in Jersey City. It combines four sets of Census data: condition of structure; age of dwelling; average value per room; and vacancy rate. Each Census Tract was evaluated on the basis of these characteristics and placed in a quality classification ranging from "very good" to "poor". The housing in the Plan area falls into the lowest categories, "fair" and "poor".

The Plan area has the highest vacancy rate in the City. In 1960, most Downtown census tracts ranged from 3 to 7%, whereas throughout most of Jersey City the vacancy rate was under 3%. The housing is very old. The neighborhood was almost completely built up by 1920, and a major portion of the structures were erected before 1910. Most living units are in tenements or row houses. Many of the latter have been converted from single family to multiple dwellings over the years. Fortunately, much of the row housing appears to have been adequately maintained.

Circulation:

The Downtown streets were originally laid out in a grid pattern. Two radial streets, Newark Avenue and Grand Street cut across the grid. High intensity residential development left little space for off-street parking. As a consequence it has been necessary to resort to a one-way system on many streets in order to move traffic through the area.

The residential areas benefit from the generally restricted traffic movements through Downtown,



EXISTING LAND USE

RESIDENTIAL
RETAIL AND COMMERCIAL
PUBLIC AND SEMI-PUBLIC
INDUSTRIAL
RESIDENTIAL OVER COMMERCIAL
PARKS AND PLAYGROUNDS
VACANT
GARAGE, PARKING
JUNKYARD
RAILROAD

DOWNTOWN GENERAL NEIGHBORHOOD RENEWAL PLAN AREA

DIVISION OF PLANNING
CITY of JERSEY CITY
COUNTY of HUDSON
STATE of NEW JERSEY

map no 1

sept 1964
revised



but the commercial and industrial areas are difficult to service. In the Plan which follows, a system of major and collector streets have been designated which will route traffic around residential districts and at the same time improve the flow of all types of traffic through the area.

Downtown is well served with mass transit including bus and subway service. The latter has not been exploited sufficiently to date and will grow in importance as new development on both sides of the Hudson take place and as the Port Authority Trans-Hudson scheduled improvements are completed. As a result of the removal of the Exchange Place railroad passenger terminal and ferry service, the bus terminal should be relocated to another interchange point.

Community Facilities:

Downtown suffers from major deficiencies in community facilities. It is short of recreation space; the schools are obsolete; the sewers are deteriorated. Substantial improvements need to be made within the City's financial capacity. The cost of these needed improvements can become a major component of the City's share of the costs of urban renewal in Downtown.

II BOUNDARY DESCRIPTION

The General Neighborhood Renewal Plan Area Boundaries, as shown on Map No. 2, are:

"BEGINNING at the intersection of the easterly right-of-way of the New Jersey Turnpike and the southerly right-of-way line of the Erie Railroad; thence easterly along the Erie Railroad right-of-way to its intersection with the westerly right-of-way line of Grove Street; thence southerly along Grove Street to its intersection with the southerly right-of-way line of Second Street; thence easterly along Second Street to its intersection with the easterly right-of-way line of Henderson Street; thence southerly along the easterly right-of-way line of Henderson Street and its intersection with the northerly right-of-way line of Railroad Avenue; thence westerly to the westerly right-of-way line of Henderson Street; thence southerly along Henderson Street to the southerly right-of-way line of York Street; thence easterly along York Street to the easterly right-of-way line of Warren Street; thence northerly along Warren Street to the westerly right-of-way line of Railroad Avenue; thence easterly along Railroad Avenue to the bulkhead line; thence southerly along the bulkhead line to the southerly right-of-way line of York Street; thence westerly along York Street to the easterly right-of-way line of Greene Street; thence southerly along Greene Street to the southerly right-of-way line of Essex Street; thence westerly along Essex Street to the westerly right-of-way line of Van Vorst Street; thence northerly along Van Vorst Street to the southerly right-of-way line of Grand Street; thence westerly along Grand Street to the easterly right-of-way line of the Turnpike; thence northerly along the easterly line of the Turnpike to the point and place of beginning."



G. N. R. P. BOUNDARY

GNRP BOUNDARY

GNRP AREA

DOWNTOWN GENERAL NEIGHBORHOOD RENEWAL PLAN AREA .

DIVISION OF PLANNING
CITY of JERSEY CITY
COUNTY of HUDSON
STATE of NEW JERSEY

map no. 2

300 100 0 300 600
470 370 30 0 400

maps 1964 revised

Institute an expanded area-wide code enforcement program closely coordinated with the Plan and program for Downtown.

Assist in the development of neighborhood based community councils to effectively participate in the development of detailed plans for each neighborhood.

IV MAJOR PLAN ELEMENTS

(A) LAND USE PLAN

The physical and economic well being of a City depends to a great extent on the proper use of its land. Land must be allocated for the most appropriate use, and a healthy community requires and should design for a wide variety of uses, including commercial and industrial activity. In designing residential sub-neighborhoods, it is essential to provide for a complement of recreation and other community facilities. The Downtown Land Use Plan (see Map 3) recognizes these needs and accomplishes the objectives of the Plan previously stated.

Downtown is now almost completely developed and most of the existing uses in the residential sub-neighborhood will remain. The land use map is simplified — showing only three categories of land use — residential, commercial, and industrial. These designations do not imply an exclusive type of land use; rather they designate neighborhoods (residential) or complexes (commercial and industrial). Specific locations for community parks, any required schools and other community facilities will be selected as sub-neighborhood plans are prepared and structures which are sufficiently deteriorated to require removal are selected.

(1) RESIDENTIAL USE:

Downtown is one of the City's historic communities. Residents identify its neighborhoods as a relatively homogeneous social unit. Although these districts may not be sociological sub-neighborhoods of Downtown, in this section the term neighborhood is used in its physical sense. These neighborhoods serve as convenient planning units, particularly for the design of community facilities.

The major streets and the business district divide Downtown into four residential neighborhoods, which in turn are further subdivided by secondary streets and railroad rights-of-way. A balance between future population and schools, recreation, and other community facilities can be established within each. These areas are not now, nor are they intended under the proposed plan, to be solely in residential use. They currently contain a wide variety of mixed commercial and even industrial uses. Incompatible industrial and commercial uses in some cases must be eliminated. However, even some non-nuisance industries on the periphery of the residential area may be permitted to remain. New neighborhood shopping centers — primarily for convenience goods — will be designed to replace the haphazard, inefficient and often high-priced stores, which now exist. Where possible these future neighborhood shopping areas will be designed around an existing commercial concentration.

The predominant character of these neighborhoods is residential. The objective of the Plan is to maximize rehabilitation where it is architecturally and economically feasible to do so. Over the decade, it is expected that clearance will encompass about 20% of the housing units, but this percentage will be reduced if possible. The major effort of the program will be the upgrading of as much existing housing as it is feasible to retain.

The major new uses in Downtown will be residential or residentially related uses. The development of new housing in scattered sites in the neighborhoods, together with improved community facilities, will provide the major incentive for individual owners to cooperate in the rehabilitation program.

The bulk of the Plan area is shown as residential, with relatively few sections designated for non-residential use. Part of the scattered non-residential uses will be eliminated through the clearance



LAND USE PLAN

RESIDENTIAL USE

COMMERCIAL USE

INDUSTRIAL USE

EXISTING PARKS

RAILROAD

DOWNTOWN GENERAL NEIGHBORHOOD RENEWAL PLAN AREA

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COUNTY of HUDSON
STATE of NEW JERSEY

map no. 3

200 100 0 200 800

sept. 1964
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of substandard structures. The remaining non-residential uses will be eliminated gradually through re-zoning and the natural play of economic forces over a number of years and which have already resulted in a continued decline in the number of retail uses.

Downtown contains the oldest housing in the City. Fortunately, most of the Downtown structures are of masonry construction. Many of the buildings have interesting architectural details, which often are obscured. Maintenance has generally been good. Many structures suffer from a lack of central heating and some have inadequate plumbing. In a rehabilitation area the absence of heating and plumbing systems in many buildings may be an asset rather than a deficit. A new electric heating system (and new lower rates) may provide an easily installed solution to this major problem.

It is assumed that most three story masonry row houses can be rehabilitated. The larger units (4 and 5 story) are a greater problem. The most difficult problem is the tenement houses which will require special attention if the economic and architectural problems are to be solved. One possible solution would be to rehabilitate the best of these structures for low rental housing. They have in many instances been occupied by low-income families for many years. Rentals in tenement houses are comparable to those charged in public housing. This type of program may be much better accepted in the City at this time than new public housing projects. It has the further advantage of providing sites in an existing residential neighborhood rather than on vacant, isolated land.

Areas designated for spot clearance will make available sites sufficient for new row housing or garden apartments. Occasionally a site large enough for high rise development or mixed use may be cleared. In an old urban concentration such as Downtown, detached one and two family houses would be an inappropriate land use and should be discouraged.

(2) COMMERCIAL USE:

Three types of commercial districts are proposed for Downtown in order to meet local neighborhood needs, district needs, and city-wide requirements. The location of each is largely determined by existing conditions.

Neighborhood Facilities:

Neighborhood shopping areas will be designed to provide a variety of retail and service establishments which cater to the frequently recurring needs of the local resident. Neighborhood shopping areas are not specifically located on the plan. Their location and size within each neighborhood will be worked out in the project planning stages. Locations with an existing commercial concentration such as Montgomery Street and Monmouth Street and Grove Street and Pavonia Avenue would be likely sites for such neighborhood shopping locations.

District Facilities:

The district commercial center is proposed to be concentrated along the lower end of the existing Newark Avenue shopping center. This facility will serve all Downtown and continue to serve as the secondary central business district in the City. A modern shopping area is proposed to be created through the gradual elimination of deteriorated commercial and residential uses and the construction of new commercial facilities, supported by off-street parking and an improved circulation system. The area is well served with mass transit now, and this will be improved with a new bus terminal proposed for the area. The details of the development proposed for the area will be worked out during the project planning stage.



Special Commercial District:

The vacant land near Exchange Place is designated for commercial use, predominantly for office buildings development. The existence of several large financial institutions, combined with the excellent transportation and waterfront locations indicate the possibility of new office construction. However, the area has been stagnant for many years and if no interest in office development is generated, residential or mixed residential-commercial use should be encouraged.

The proposed mix of uses in the different types of commercial districts is the same; a combination of retail, service, and office establishments. The emphasis varies from convenience shopping goods in the neighborhood districts to office buildings in the special commercial districts. The uses are not differentiated on the land use map, however, different standards are set forth in the text and different zoning controls will apply.

(3) INDUSTRIAL USE:

There is considerable uncertainty about the future of industrial use in Downtown. The objectives with respect to industrial activity are two fold. On the one hand, the generally old industrial plants in many instances have an undesirable impact on adjacent residential use and have contributed to area decline. However, these same plants make up an important part of the City's economic base, providing many jobs and substantial tax returns. With respect to the Plan area, it will be the City's policy to gradually encourage the elimination of those industrial uses which create the greatest nuisance and which occupy the most obsolete plants. Relocation of these plants to more desirable and efficient sites will be of advantage to both the City and the Industries concerned. For many years to come, however, many industries will continue in the Downtown Plan Area.

The City's waterfront development planning indicates several hundred acres of waterfront land available for industrial development in the near future. Every effort will be made to relocate industry in this or in other appropriate industrial sites in the City. As such relocation becomes feasible the viable industry in Downtown will be relocated with a minimum of inconvenience. The waterfront planning studies presently indicate a large industrial area between Henderson Street and the Hudson River. This is now primarily in warehouse use and lies one block east of the Plan Area. Within it more than $29 million in ratables presently are realized. No recommendation for this area is made at the present time pending further study of the future waterfront industrial and harbor terminal potential of this important area lying adjacent to the 45-foot channel of the Hudson River. It has little impact on the Plan area since it will be separated by a major street.

A major industry in Downtown as well as in the City is the Colgate Palmolive plant, which lies adjacent to deep water. The Plan Area boundary has been drawn to provide for a westward expansion of this industry if required. An additional important industry in Downtown is the Dixon Crucible Co. This firm has been operating on the northern border of the Van Vorst neighborhood for many years. In the 1948 Master Plan and in the recently adopted Master Plan for Downtown this area is not specially shown as an industrial site on the land use map. It is assumed that this establishment will eventually decide to voluntarily relocate. However, this may not come about for many years. As long as the plant remains, an attempt will be made to buffer any new development from any possible undesirable effects of its industrial operation.

(4) POPULATION DENSITIES:

Four or five proposed project areas in the Plan will be predominately residential rehabilitation. Downtown is very intensively developed in 3-5 story structures. Current population densities are very

high, approximating current standards for high rise development. The need to make more land available for community facilities, combined with rehabilitation and a stepped-up code enforcement program, make it possible that the densities may be slightly reduced as indicated on Map No. 4.

Dwelling unit densities and minimum open space ratios to be adopted in urban renewal plans and the zoning ordinance will be the primary means of controlling new residential development.

(5) RESIDENTIAL BUILDING DEVELOPMENT REQUIREMENTS:

The residential character of new construction will be enhanced by imposing a variety of development controls. In order to make Jersey City more competitive with surrounding residential areas, controls such as the following are recommended to be incorporated into the urban renewal project plans:

One or Two Family Row House

Minimum lot width of 20 ft.
Minimum of 200 sq. ft. of useable open space per dwelling unit, exclusive of parking area.
One parking space for each dwelling unit.
Two side yards for over 80 ft. of building frontage, each to be a minimum of 10 percent of building frontage.

Multiple Family

Maximum Floor Area Ratio 100
Minimum Open Space Ratio 65
Yards: Front . . . . . 15 ft.
Sides . . . . . 2 yards of minimum 8 ft. each
Rear . . . . . 30 ft.
One parking space for each dwelling unit.
Not more than 50 percent of open space to be used for parking.

(6) COMMERCIAL BUILDINGS AND OTHER DEVELOPMENT REQUIREMENTS:

It is recommended that new neighborhood commercial centers be limited to a total floor area of approximately 25,000 sq. ft.

Detailed standards will have to be designed for individual projects.

In the district commercial area new construction should be controlled approximately as follows:

Maximum Floor Area Ratio 100
Minimum Open Space Ratio 60
Maximum Height 60

Parking Requirements:

Food Stores	1 space/300 sq. ft.
General Retail	1 space/400 sq. ft.
Office	1 space/60 sq. ft.

Additional standards for off-street loading, landscaping and screening will be incorporated in the project plans. A lower ratio may be permitted where mass transit is nearby.



POPULATION DENSITY

EXISTING

344 PERSONS PER NET RESIDENTIAL ACRE BY BLOCK

PROPOSED

FUTURE DENSITIES WILL RANGE FROM 250-270 PERSONS PER NET RESIDENTIAL ACRE.

DOWNTOWN GENERAL NEIGHBORHOOD RENEWAL PLAN AREA

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COUNTY of HUDSON
STATE of NEW JERSEY

map no. 4

300 100 200 800

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(B) CIRCULATION PLAN

The transportation network for the Plan area is designed to improve the flow of people and goods through and around the neighborhood. It is designed to facilitate the movement of automobiles and trucks, and at the same time make downtown safer and more convenient for pedestrians. Street and public transportation improvements are proposed. The circulation plan is designed to: separate through and local traffic and to route the former around residential neighborhoods; provide better terminal facilities for private and public vehicles; and provide better public transportation.

(1) THE STREET SYSTEM:

A clearly defined pattern of major, collector, and local access streets is shown on Map No. 5. The new street system will largely make use of the existing street network, however, many improvements, and some strategic new connections are projected. See Map No. 6

Major Streets:

A two directional, major street pattern for Downtown will be developed as part of the improvement program.

Henderson – Grove Streets will form the north-south axis of the major street system. Henderson Street will be widened between Ninth Street and Bay Street, and a new connection will be made with Grove Street. The Henderson Street improvement will include widening, and if necessary, reconstruction, in connection with the railroad bridges. *Overhead clearance must be increased to 13.5 feet in order to improve access to the Holland Tunnel and the North Hudson industrial area.

Grove Street and/or Washington Street will be widened and extended into the Tidewater Basin Area. This is designed to be eventually incorporated into a new waterfront highway system. Railroad Avenue will be the east-west axis of the major street system, and will replace Newark Avenue, which does not function adequately as a through street. The City is in the process of acquiring the right-of-way of Railroad Avenue to the river and will begin improving the street when the railroad embarkment and tracks are removed. Funds for this project have already been authorized by the Municipal Council.

Railroad Avenue will eventually be extended westward of Downtown through the Montgomery Street Project to provide quick, easy access to the Journal Square Area.

Collector Streets:

The collector street system is designed to provide a limited number of convenient access routes around, into, and out of residential areas. By making improvements in the system as shown in the Plan, through traffic will not find it necessary to filter through local Downtown streets in order to reach its destinations. Such movements can be minimized with one way systems or traffic diverters.

The following will make up the collector system.

Grand Street – is a major link in the street system at present, and will continue in importance even though Railroad Avenue will be completed and additional routes extended along the waterfront. It will then serve as part of the east-west collector system.

Washington Street – will serve as the north-south collector for traffic east of Grove Street.

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*An engineering study of one possible method of improving the railroad bridges over Henderson Street is contained in an appendix to this report.



CIRCULATION PLAN

EXPRESSWAYS

MAJOR STREETS

COLLECTOR STREETS

LOCAL STREETS

DOWNTOWN GENERAL NEIGHBORHOOD RENEWAL PLAN AREA

DIVISION OF PLANNING
CITY of JERSEY CITY
COUNTY of HUDSON
STATE of NEW JERSEY

map no 5

300 100 200 800
50 400

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STREET IMPROVEMENTS

DOWNTOWN GENERAL NEIGHBORHOOD RENEWAL PLAN AREA

NEW STREETS

STREET WIDENING OR REPAVING

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STATE of NEW JERSEY

map no. 6

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Brunswick Street – will be the north-south collector for the western portion of Downtown. It is one of the streets which is likely to be extended into the Tidewater Basin area. It should be widened in order to facilitate traffic flow, which will tend to keep traffic off the local streets.

Sixth Street and Tenth Street – should be widened to carry the traffic around the rehabilitated areas they border. They will serve as the east-west connectors for the area north of Railroad Avenue. Sixth Street will carry Newark Avenue traffic, and Tenth and Sixth Streets will carry Brunswick Street traffic to Henderson Street.

First Street – should be widened to provide access to the Newark Avenue commercial district.

Jersey Avenue – will collect and distribute traffic through the heart of the Downtown residential area.

Montgomery Street – runs east-west through the center of the residential area south of Railroad Avenue. It will connect the new housing developments in the Gregory and Montgomery Street Projects. It should be free of truck traffic.

Local Service Streets:

Local streets are to provide local access only, and all other traffic is to be discouraged. Where possible the pattern will be broken in order to prevent through traffic from filtering through residential streets. A variety of techniques can be employed, ranging from the installation of one-way street systems to the erection of traffic diverters. These improvements will be worked out in the project planning stage.

(2) PUBLIC TRANSPORTATION:

As more middle income housing is constructed in Downtown, there is likely to be an increase in commuter activity, particularly if the World Trade Center is constructed over the Hudson Terminal in Manhattan. The Downtown bus routes should be re-routed on the basis of a passenger origin-destination study. The buses should operate out of a new terminal which would be convenient to both the PATH entrance and the Newark Avenue commercial area. Relocating the terminal from Exchange Place would reduce the average length of bus trips, and would relieve rush hour traffic on Montgomery Street.

The PATH station entrances at Grove Street and Henderson Street will have to be redesigned when Railroad Avenue is improved. An additional station in the vicinity of the Turnpike may be warranted by the development of a large housing concentration on the Montgomery project site.

(C) COMMUNITY FACILITIES PLAN

Available community services and facilities are a major factor in determining the attractiveness of a residential neighborhood. Standards continue to increase, and most of the built-up sites of an earlier era fall hopelessly short of the standards. In addition, because of the lack of money, and shortage of space it may not be possible to reach the established goals.

The standards proposed for certain facilities, such as a high school or a library, are based on a relatively large service area, such as the entire Downtown community. Other facilities, such as playgrounds and elementary schools, are planned on a neighborhood basis. The program is designed to meet the requirements of a future population of approximately 33,000 people.

The Plan does not specify the location and size of community facilities. It does set forth the goals which the city would strive to meet, and gives a general indication as to the desired location of facilities. The design and location of each facility will be developed in detail for each neighborhood in the survey and planning stages of the Urban Renewal Projects. See Map 7.



COMMUNITY FACILITIES PLAN

DOWNTOWN GENERAL NEIGHBORHOOD RENEWAL PLAN AREA

TO REMAIN — PARK AND PLAYGROUND

PS PUBLIC ELEMENTARY SCHOOL

TO ELIMINATE — FH FIRE HOUSE

HS PUBLIC HIGH SCHOOL

TO PROVIDE

PARK AND PLAYGROUND SHOWING SIZE IN ACRES

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400 200 50 0 400

map no. 7

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(1) COMMUNITY OR DISTRICT FACILITIES:

High School:

The present Ferris High School was originally designed as an elementary school, and does not meet current educational standards for a high school. A new Downtown high school is to be built at the intersection of Wayne and Colgate Streets. The former high school building may be reconverted and utilized to provide for expanding classroom needs in the Downtown elementary schools.

Library:

An old, but well maintained and attractive library is located on Jersey Avenue and Montgomery Street. A smaller library is located opposite Hamilton Park. There is no space adjacent to the Jersey Avenue building for the much needed parking. The housing near this Library is generally of good quality, and additional parking space may be created by clearing some of the lower quality housing nearby.

Fire Protection:

A fire house consolidated program is being developed in the City. There are too many small fire houses, and most require repair or replacement. Adequate Downtown fire protection calls for a primary consolidated fire house, and two secondary locations not yet specifically designated. These will provide adequate coverage for the entire community. The first consolidated fire house has recently been completed at Newark Avenue and Division Street.

Community Parks:

Two community park standards have been developed for the Plan area, based partially on recreation studies of the Regional Plan Association. Community parks are defined as over 50 acres in size and the recommended standard is 3.4 acres per 1000 population. It is not possible to provide the required 122 acres within the Plan area. However, a 400 acre waterfront state park has been proposed just south of Tidewater Basin. This facility will serve as the community park for Downtown. Other neighborhood recreation standards are treated later in this report.

Sewer Lines:

The Downtown sewers are primarily brick construction. They are very old and generally in poor condition. The evaluation of existing sewers is a major engineering task which is expected to begin shortly. Some of the most obvious sewers needs over the next decade are indicated on Map No. 8.

Water Lines:

The water lines are almost all cast iron pipe, and have an indeterminate life span. See Map 9. A reconditioning program as recommended by tye Director of the Division of Water is required which would reline approximately half the existing lines with concrete.

(2) NEIGHBORHOOD FACILITIES:

Schools, local parks and playgrounds are the most important elements of neighborhood facilities. It is no accident that the most attractive housing in Downtown is adjacent to its attractive parks. In many communities these facilities are combined, to form a neighborhood center. Where physical conditions permit, these facilities should be developed in the centers of their service areas and serve as a focus of neighborhood activities.



UTILITY PLAN - SEWER

EXISTING SEWER LINE

END OF PIPELINE

SEWER PIPE SIZE

CHANGE TO DIFFERENT SIZE PIPELINE

PROPOSED SEWER LINE

DOWNTOWN GENERAL NEIGHBORHOOD RENEWAL PLAN AREA

DIVISION OF PLANNING
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COUNTY of HUDSON
STATE of NEW JERSEY

map no. 8

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UTILITY PLAN – WATER

EXISTING WATER LINE
CHANGE IN PIPE SIZE
8" PIPE SIZE
END OF PIPELINE

NOTE: REHABILITATION ONLY OF EXISTING LINES IS PROPOSED

DOWNTOWN GENERAL NEIGHBORHOOD RENEWAL PLAN AREA

DIVISION OF PLANNING
CITY of JERSEY CITY
COUNTY of HUDSON
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map no. 9

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Elementary Schools:

A rough determination of the physical adequacy of existing schools was made by comparing them with those of recent construction in the City. A quality index was prepared based on the ratio of classroom floor area to total floor area; the ratio of outdoor play area to classroom area; and the age of structure. Enrollment was measured against capacity to arrive at a utilization index. Old and overcrowded schools are common throughout the City, but Downtown ranked below other communities and is as follows:

TABLE I -- DOWNTOWN SCHOOLS PHYSICAL ADEQUACY AND UTILIZATION

School	Adequacy Rating	Utilization Index
P.S. 9	Poor	140%
P.S. 5	Fair	48%**
P.S. 3	Fair	152%
P.S. 37	Good	112%
P.S. 2	Poor	164%
P.S. 16	Good	128%

**Low utilization is due to location of special services in former classrooms.

Desirable standards for elementary schools, which frequently cannot be met in intensively built up areas, are as follows:

Classroom Area – 900 sq. ft. and 25 pupils per room
Floor Area – 4 times classroom space
Outdoor Play Area – 3 times classroom space

Where the outdoor play area cannot be provided adjacent to the school it should be located elsewhere in the neighborhood. School playgrounds are included in the neighborhood park and playground total requirement.

It has been decided to construct a new P.S. 9 as part of the Downtown High School complex. This will eliminate the poorest school in Downtown. However, the problem of overcrowding will remain in the neighborhood, and it will probably be necessary to utilize former Ferris High as an elementary school to relieve pressure in Downtown.

P.S. 2 will remain the smallest, most overcrowded, poorest condition school in Downtown, and should eventually be replaced. Most of the other schools require moderate to substantial improvements. Decision regarding the future use of these remaining schools cannot be made until a detailed evaluation is made of each building in conjunction with the Board of Education during project planning. The preliminary analysis above indicates that substantial modernization will be required of P.S. 3 and 5, and a moderate modernization of P.S. 16 and 37.

In view of the limited borrowing capacity for school purposes it behooves the City to review all alternatives for meeting the immediate problem of overcrowding. A variety of options are available to the Board of Education; Old Ferris High could be used as an elementary school; P.S. 5 might be considered for use as a Junior High; small schools could be used for K-3 classes. The Plan and program proposed for Downtown will eventually result in a population reduction of almost 10%. In addition the Henderson project will go into execution and cause a substantial enrollment drop during the first half of the Plan period. Consequently, it is recommended that improvements to the existing buildings receive priority during the next ten years, and that replacement be scheduled as the City's

financial position improves and a stabilized population provides a better basis for projection at long range space needs.

Neighboorhood Parks and Playgrounds:

The study of park needs analyzed the amount of area available and measured its adequacy in terms of the service area. Parks and playgrounds of less than 1 acre in size were considered to have a service radius of 1/8 mile; those over an acre were assumed to serve the population within a 1/4 mile; radius. The existing parks were found to be within reasonable distance of the population centers, but were inadequate in size. Future estimates of requirements are based on expected population in each residential neighborhood. The proposed expansion will mean a substantial addition to recreation facilities. The amount of space required for each neighborhood shown on the table below is based on a recommended standard of 1.4 acres of recreation area per 1000 population. However, so little space will be available for all purposes over the next ten years that the recreation goal for the period is established at one half the recommended standard, or .7 acre per 1000.

TABLE II – NEIGHBORHOOD RECREATION SPACE REQUIREMENTS

	Existing Area	Area Needs	Area to be Provided
Neighborhood 1	5.8 acres	6.6	.8
Neighborhood 2	2.5 acres	4.2	1.7
Neighborhood 3	1.0 acres	2.9	1.9
Neighborhood 4	4.0 acres	7.7	3.7
Neighborhood 5	0.0 acres	1.4	1.4
Total	13.3	22.8	9.5

(D) DELINEATION OF CLEARANCE AREAS

An exterior field survey of structural conditions was completed in 1963. The results are shown on Map No. 10. Each structure was classified as being in need of minor or major repairs, and where a structure was severely deteriorated it was listed as dilapidated.

Final determination of whether to clear or rehabilitate any structure will be based on a detailed exterior and interior survey, which will indicate architectural and economic feasibility. However, boundaries of the areas in which considerable clearance may be anticipated are shown on Map 11. These areas contain about 1650 housing units, or 14% of the total in the Plan area.

Not all structures in the clearance areas will be demolished, and there will be scattered spot clearance areas throughout the Plan area. The structural survey indicated that about 10% of the residential structures were dilapidated. Due to the distribution pattern of substandard structures, it is estimated that an additional 10% of all units scattered through the Plan area will be cleared.

(E) REHABILITATION REQUIREMENTS

The primary method proposed for improving Downtown is through a variety of rehabilitation techniques. Preliminary rehabilitation standards have been prepared for the Downtown area and appear in the section of Supplemental Data. These standards are designed to meet the minimum Federal Housing Administration and Urban Renewal Administration requirements. The basic objective of improving Downtown is to continue the area as an attractive and sound community of moderate and low income families. To achieve this objective, housing for middle and higher income families must be





STRUCTURAL CONDITIONS

GOOD CONDITION

MINOR REPAIRS

MAJOR REPAIRS

DILAPIDATED

DOWNTOWN GENERAL NEIGHBORHOOD RENEWAL PLAN AREA

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map no. 10

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AREAS OF BLIGHT

GENERALIZED AREA OF BLIGHT

DOWNTOWN GENERAL NEIGHBORHOOD RENEWAL PLAN AREA

DIVISION OF PLANNING
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map no. 11

sept 1964
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provided as well. Standards, however, cannot be set beyond the means of most of the existing residents to achieve and maintain. It is believed that existing code provisions, if enforced, will achieve most needed standards. Rehabilitation standards for each neighborhood will be established in joint discussion with FHA and URA officials.

It is anticipated that rehabilitation will be achieved through a combination of: FHA rehabilitation loans; acquisition and rehabilitation of existing structures by the Redevelopment Agency; acquisition and resale under condition that a successful purchaser rehabilitate to standards of the urban renewal plan; acquisition and rehabilitation for public housing units by the Housing Authority; and finally, code enforcement and private rehabilitation.

(F) PROPOSED URBAN RENEWAL PROJECT AREAS

Five project areas are delineated on Map. No. 12 and a tentative order of priority is indicated by the project numbers. However, only the first and last priorities are definitely established. It can be anticipated that there may be some shifting of priorities as a result of opportunities which may accelerate action, or problems which may delay moving in any particular neighborhood.

The Hamilton Park Project (1) has been selected as the first rehabilitation project for a number of reasons: it will both protect and benefit from the Henderson Project which is nearing execution; it contains the most attractive housing in Downtown; and it is of manageable size.

The Newark Avenue Project (5) is last in priority because much clearance will be required; it contains the highest value property and acquisition will be expensive; and the momentum generated by the other projects as they are improved is required to encourage major investment in new commercial facilities in this area.

Rehabilitation will be emphasized in the Plan area. The first four projects are considered residential rehabilitation projects. It is estimated that the population will decline slightly in these areas as a result of renewal activities. Code enforsement should result in a population reduction of about 5%. This will be balanced by new housing which will replace incompatible non-residential uses. A small portion of the vacant land and cleared land will be used for additional community facilities. The net result will be slightly larger, but less densely populated residential neighborhoods.

The Newark Avenue Project will result in a substantial reduction in population. The area contains some of the highest residential densities in Downtown. Commercial redevelopment will eliminate most of the housing from the eastern portion of the project area, and the western half would be redeveloped with new housing at a density lower than at present.

The entire program can be staged for execution over a ten year period without causing any serious disruption of activities in Downtown (except for the commercial project). By emphasizing rehabilitation there is a great deal of flexibility built into the program. The normally urgent problems of acquisition, relocation, and disposition which occur in a clearance project can be minimized, since the primary effort will be concentrated on existing structures which will remain.

The timing and design of the Newark Avenue Project will depend on sponsor interest, market capacity, and the City's financial resources. The tentative schedule for the entire GNRP area is as follows:

TENTATIVE PROJECT SCHEDULE

Project No.	Name	S & P Application	Substantial Completion
1	Hamilton Park	1965	1971
2	The Village	1967	1971
3	Paulus Hook	1968	1972
4	Van Vorst	1969	1975
5	Newark Avenue	1970	1975



PROJECT AREAS AND PROGRAM

DOWNTOWN GENERAL NEIGHBORHOOD RENEWAL PLAN AREA

1 2 3 4 — PREDOMINANTLY RESIDENTIAL REHABILITATION

5 — PREDOMINANTLY COMMERCIAL CLEARANCE

NOTE: PROJECT NUMBER INDICATES DEVELOPMENT PRIORITY.

DIVISION OF PLANNING
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map no. 12

300 100 0 200 800
400 200 50 0 400

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V HAMILTON PARK PROPOSED REHABILITATION PROJECT

INTRODUCTION:

Hamilton Park presents an opportunity to radically change the residential character of a neighborhood through rehabilitation. There are many obstacles to be overcome, but some of these can be turned to advantage. Under the program proposed, an entire sub-neighborhood will be subjected to a variety of treatments, including spot clearance, expanded community services, and new construction under several programs. The result will be the restoration of most residential structures, and improved commercial, recreational and school facilities. The project will cost $3 to $5 million of Federal and local funds. The local share will be entirely in the cost of the construction of needed community facilities, including schools and sewers.

Hamilton Park, one of the sub-neighborhoods of Downtown is clearly delinated by the railroad lines which run down 6th and 10th Streets. It is one of the old, attractive, residential areas which make up part of the original settlement of Jersey City, and it is potentially one of the finest residential areas in the City. Hamilton Park is similar in appearance and character to Brooklyn Heights in New York City and it is similarly situated with respect to Manhattan. It has many of the characteristics of a prestige residential neighborhood. A rehabilitation program will make Hamilton Park much more attractive than the ugly and shoddy new developments which are now being built in many older built-up cities. The Park which serves as the focus of the neighborhood contributes greatly to the housing quality of the area. The many churches, library, and hospital, contribute to the convenience and attractiveness of the neighborhood. The neat rows of brick houses, behind tree-lined streets in many instances still retain the charm of a bygone era. For 30¢, and in only 10 minutes, one can be transported rapidly to Journal Square or Downtown New York. The entire neighborhood is within a mile of the Pavonia Avenue Station of the Port Authority Trans Hudson (PATH) line.

A variety of factors have contributed to the decline of the neighborhood. Housing deterioration in the section east of Grove Street, currently designated the Henderson Street Urban Renewal Project, detracts greatly from the residential quality of the neighborhood. In addition there are smaller pockets of blight scattered throughout the rest of the neighborhood. The absence of planning and zoning controls in the past permitted many incompatible uses to filtrate into the neighborhood. Industrial uses are found in the most unexpected places, although they are concentrated on the periphery of the neighborhood. Yet, industrial activity has not had as severe an impact as would be expected. Housing adjacent to the industrial uses is usually well maintained. The many obsolete, mixed commercial and residential structures have been much more influential in the decline of the area.

Recreational facilities are less than adequate. The Park itself is not as attractive as it could be, and its facilities are often under lock and key. A former playground between 8th and 9th Streets is now overgrown with weeds and covered with debris. The old, unattractive schools, squeezed into undersized sites, are a significant factor in the neighborhood decline. Even when attempts have been made to improve conditions the results have often fallen short of the objective. The character of an entire block has in many instances been destroyed by the use of inappropriate materials and poor design in the remodelling of only a few dwellings. Imitation brick in a variety of colors, permastone, asphalt shingles, aluminum awnings, and other treatments without relation to adjacent structures disrupt the architectural harmony of the street.

Like good wine, a good neighborhood should improve with age. Hamilton Park is such a neighborhood. The majority of the buildings standing today were built before 1900, and a large portion of the remainder were constructed before 1920. The workmanship and quality which went into most of these



structures has not been surpassed in this City during the past fifty years. Most of these buildings will be in sound condition long after the buildings of more recent vintage have fallen into disrepair. The ironwork, the stonework, the elaborate doorways cannot now be duplicated at any price, and every effort should be made to preserve these unique features. Most buildings show their age, some carry it well, while others have become shabby. On the whole, the housing problems are largely internal rather than external. Many of the structures designed originally for single family use are occupied by 2 to 4 families. In addition many of the structures lack modern heating and other mechanical systems. Obsolescence is the major problem, but it is the easiest to overcome as long as the basic structure is sound and the property is priced so as to reflect the deficiencies. There is every reason to expect that, within a few years after a rehabilitation program is initiated, Hamilton Park will again be a proud address in Jersey City.

PROPOSED PROJECT:

The object of the Hamilton Park Rehabilitation Project is to preserve as many of the buildings as possible and it is hoped that clearance can be held to about 10% of the structures. Tenement buildings constitute the major problem, particularly those with commercial uses on the ground floor. It is not likely that private owners can afford to make the heavy investment necessary to make these structures livable by present day standards. There are also some frame structures, concentrated in the western portion of the neighborhood which appear to be beyond salvage. A few of the latter are very well maintained even though they are obviously inadequate buildings. It will create a hardship to demolish these structures unless an acceptable alternative for the occupants can be found. They apparently cannot afford better housing. If possible, these buildings should be allowed to continue to provide low cost housing for an interim period in accord with the City's objective to maximize stability in the neighborhood. Most, if not all of the Grove Street frontage will require clearance in order to redevelop the area consistently with the adjacent Henderson Street Project and to remove many unrehabitable units. Some of the nonconforming uses should be cleared, but light industry which does not detract from the rest of the neighborhood should not be removed unless the operation can be relocated within the City. In some cases, it will probably be necessary to acquire isolated standard structures in order to create an adequate parcel for new construction.

Two measures of housing conditions are available for the Hamilton Park area. The Census of Housing classifies structures according to condition as "sound", "deteriorating", or "dilapidated;" the 1960 Candeub and Fleissig survey of Downtown employed URA housing quality criteria in classifying buildings as requiring "major" or "minor" repairs. The results of both surveys are similar with respect to overall housing conditions in Hamilton Park, however, there may be some difference with respect to conditions in particular blocks. The Census of Housing data is used to describe present conditions for the purpose of this report. It will be assumed that the structures which were classified as deteriorating or requiring minor repairs are candidates for rehabilitation, and those listed as dilapidated or requiring major repairs probably should be cleared. It should be noted that the present system of classification is oriented to qualifying clearance projects. Both surveys indicate that most structures have minor rather than major deficiencies. The following table illustrates housing conditions by block in Hamilton Park:

TABLE III --HOUSING CONDITIONS, HAMILTON PARK, 1960

TRACT	BLOCK NO.	TOTAL H.U.	DETERIORATED		DILAPIDATED	
15	26	4	–		–	
	28	19	19		–	
	29	95	–		–	
	30	112	42		2	
	46	45	33		10	
		275	94	34%	12	
16	17	51	16		–	
	18	99	68		–	
	26	119	28		8	
	27	177	56		5	
		446	168	37%	13	
22	1	128	10		–	
	3	57	5		5	
	4	143	12		–	
	5	50	25		7	
	6	5	–		2	
	18	26	–		–	
		409	52	13%	14	
24	1	65	10		–	
	2	153	36		–	
	3	84	1		–	
	4	63	22		–	
	8	134	75		3	
	9	147	80		–	
	10	115	33		24	
	11	119	37		–	
		880	294	36%	27	
25	1	142	41	29%	13	
		2152	649	30%	79	4%

Source: U.S. Census of Housing, 1960.

Hamilton Park contains 2,152 living units located in about 800 structures. All of the housing surveys that have been made in the area indicate a mixture, ranging from good to poor housing, scattered through all parts of the neighborhood. The Census survey classified 649 units or 30% as deteriorated, while 79 units or 4% were listed as dilapidated. Living units are contained in a mixture of one, two and multi-family buildings. The precise distribution of dwelling units is not known but the average is a little under three families per building. Approximately 450 units are owner-occupied, which means that more than half the building owners live in the neighborhood. The average value of a single family unit was reported at $8,000, a seemingly low figure. Rentals are moderate in the area, averaging about $45 a month. Gross rent, including all utilities would be considerably higher since many tenants pay their own heating bills.

REHABILITATION STANDARDS:

Standards to determine whether or not buildings can be rehabilitated must be worked out for each particular housing type. Physical condition is a primary, but not the only consideration. Whether or not the owner lives in the building, his attitude toward his property, and available methods of financing are important factors. Clearance criteria cannot be applied in a rehabilitation area. Conditions which must be considered reasons for acquiring a structure in a clearance project might not be considered detrimental in a rehabilitation project. For example, the lack of central heating and hot water system is a major deficiency and may justify clearance. For rehabilitation purposes it may be fortunate that there are no mechanical systems which would be obsolete at best, or are about to collapse at worst. It may be preferable to work with a sound basic structure, which has not been damaged by faulty plumbing, as long as the deficiencies are reflected in the price of the house. New electric heating systems are simple to install in existing buildings. In Hamilton Park the majority of the houses are structually sound. Ownership and occupancy characteristics would appear to favor rehabilitation. Detailed structural surveys and economic analyses will be required before it is possible to say definitely which structures should be cleared, and what the level of rehabilitation should be for particular buildings.

Residential rehabilitation will be emphasized in the Hamilton Park Project. A great majority of the existing residential buildings will be retained. A variety of treatments will be applied to the different types of structures. As a minimum there will be strict enforcement of City codes: there is likely to be a large amount of complete remodelling. An intensive effort is required merely to catch up with the obsolescence resulting from the passage of time. Mechanical equipment which was the latest fashion in 1890 is considerably outdated today. Modern heating, plumbing, and electrical equipment must be installed if the area is to remain a desirable residential neighborhood during the second half of the 20th century. In the owner-occupied structures we can expect improvements to go far beyond minimum requirements. Architectural services will be provided to show the owner how to make the best use of his property. This may involve the conversion to duplex units, or the creation of modern efficiency apartments. The treatment for any building will reflect the physical condition of the structure, and the financial condition of the owner. However, when the owner lives in the building it has been found that he is willing to make improvements which may not result in a proportionate increase in income.

Tenement structures in the neighborhood are a major problem, and will require intensive analysis before the appropriate treatment can be determined. If they are to be retained, the alternatives appear to be to maintain them in about their present condition, or to rebuild them completely. It is unlikely that absentee landlords would be willing to make substantial investments in this type of structure. Another possible alternative would be to convert these buildings for public housing use, in which case they would have to meet the very high standards of the Public Housing Administration. The determining factor in rehabilitating tenement structures, which were obsolete the day they were built, is the cost of rehabilitation versus the cost of new construction. It appears that the remodelling cost will be at least a substantial proportion of new construction but only analysis of specific buildings can reach these conclusions.

Clearance will be required in order to achieve the objectives of an attractive residential neighborhood. Buildings will be cleared in different sections of the neighborhood for a variety of reasons. Industrial buildings which are a serious nuisance by reason of noise, traffic, or location will have to be relocated. In addition, there are dilapidated industrial structures which should be cleared even though they may not detract from the residential quality of the neighborhood. On the other hand, the industrial uses which are concentrated along 10th Street and near the Turnpike serve as a buffer between the residential uses and transportation arteries and may not have to be disturbed. The mixed use structures along Grove Street may have to be cleared in order to tie in with the Henderson Street

project across the street. Table III indicates that there are scattered blocks with a high percentage of deteriorated and dilapidated dwelling units which will require clearance. These are the nuclei for the spot clearance areas. In assembling a rebuildable parcel it is frequently necessary to acquire buildings which are in fair condition. It isn't possible to leave several scattered buildings on a clearance site which may run from ½ to 2 acres, since these could prevent re-use of the site. Clearance might be employed to carry out the objectives of the plan even where it might be possible to salvage the structures. For example, where land is needed to expand public school grounds or recreation areas, it may be necessary to clear sound structures.

COMMERCIAL USES:

The Hamilton Park neighborhood is large enough to support a neighborhood shopping center. The area will contain approximately 7,000 to 10,000 persons after redevelopment. It is assumed that the residents now do part of their shopping among the small neighborhood stores within the neighborhood but their weekly shopping is done largely elsewhere by automobile. Some of the small stores will remain since they are a great convenience to many residents. However, the renewal program is likely to result in an accelerated decline in small marginal stores. These will be replaced by a small modern neighborhood shopping area limited to a moderate sized supermarket and ancillary small stores. In Hamilton Park such a center could be developed on a one to two acre site. Central location is not as important as a design which will reduce the impact on residential uses, since parking will be provided on the site. A location on the periphery of the neighborhood, along one of the more heavily travelled streets, is a likely choice. Many of the supermarket chains prefer a two acre site in order to accommodate sufficient parking. A site of this size could be provided in the existing Henderson Street Project area which is part of the Hamilton Park neighborhood.

COMMUNITY FACILITIES:

Schools are a major problem throughout the City and have to be planned on a community basis. The six elementary schools which serve Downtown, range in physical quality from poor to good. Three schools, P.S. 2, 3 and 9 contain half again as many pupils as they were designed for, while P.S. 5 has a low enrollment with special services occupying some of the available space. Districts 2 and 3 are the smallest in the City. School 16 appears to be located in the only District which is likely to continue substantially without change. A major reorganization of districts will be possible when the replacement for Ferris High is constructed.

A Planning Division study indicated an inadequancy of physical educational facilities in Hamilton Park. The P.S. 37 site is 100,000 square feet short of the desired minimum size and the building was short 5,300 square feet of the floor area for present enrollment. The enrollment has increased 50 percent over the last 10 years, and P.S. 37 is operating at about 10 percent over its capacity. There are 52 classrooms in the building currently being used as the high school. Upon completion of the new Downtown high school, the existing building may be able to relieve the pressure on P.S. 37 and the remaining Downtown schools as well. Where possible, additional recreation area will be provided adjacent to school buildings.

The cost of major improvement of the existing Ferris High School may be tentatively estimated at about $550,000; a tentative estimate of the P.S. 37 improvement cost is $250,000.

It should be possible to meet the recommended recreational space standards without difficulty. An additional 4.7 acres are required. The former playground off Brunswick Street contains approximately this much area. In order to maintain and improve the quality of the existing park, new active recreation facilities should be provided. Hamilton Park would then be redesigned for use by adults and the

younger children. Improved recreation facilities are roughly estimated to cost $150,000.

NEW RESIDENTIAL DEVELOPMENT:

The renewal program will create a variety of sites for residential redevelopment. The new units should approximate the number demolished. The type of new housing will reflect the site sizes and adjacent uses. Small clearance areas in the midst of existing residential uses would probably be redeveloped with row houses. Larger sites, particularly when adjacent to non-residential uses might be developed with garden, or elevator apartment buildings. Densities in Downtown are extremely high, particularly in the old tenement structures. An intensive code enforcement program and stricter controls will probably result in a reduction in the number of residents, even if there is a substantial volume of new residential construction.

FINANCING THE PROGRAM:

The Hamilton Park rehabilitation project will be relatively inexpensive and the local share of the cost can probably be financed entirely through non-cash grants for capital improvements. Most of the capital items would be required regardless of whether a project were carried out. The major item of credit, the funds for the new high school, are already authorized. The very rough cost breakdown which follows indicates that a surplus may be available from this project to be applied to additional projects in Downtown.

Preliminary Estimated Project Costs – Hamilton Park Rehabilitation	
Administration, Legal, etc.	$ 450,000
Acquisition	3,800,000
Public Facilities	3,070,000
Gross Costs	7,320,000
Land Sale Proceeds	550,000
Net Cost	6,770,000
Federal Grant	4,485,000
Local Share	2,285,000

A field staff of five to ten persons would probably be able to handle a project of this size depending on the pace of the program. It would take approximately 4 years to execute the program. The project could be accelerated by using a larger staff, but less problems are created by proceeding slowly.

VI SUPPLEMENTAL DATA

(A) MARKET ABSORPTION CAPACITY

Marketing the land that will be made available as a result of clearance activities within the Downtown Plan area does not present a major problem. On the contrary there will be insufficient land made available for community facilities and new housing. In fact, if all the recreation space needs were to be met in the next ten years there would be very little land available for any other purpose. However, land will be allocated to new housing and other private uses as well.

Approximately 40 acres of land will be made available as part of the proposed renewal program. About 15 acres will be devoted to recreational and other public uses. Approximately 5 acres will be required to modernize the Newark Avenue Business District, leaving a maximum of 20 acres for residential development throughout the Plan area. Approximately half the land will be in tracts of over an acre. About 10 acres will be suitable for relatively large scale residential development, the other 10 acres will be sold in small parcels suitable for groups of row houses, or small garden apartment buildings. The larger parcels would accommodate about 500 housing units; the smaller about 300 units. The 20 acres of residential land will become available over a 6 year period, or at a rate of about 3.3 acres per year.

The market for residential land in Jersey City is strong primarily because so little land is available for this purpose. The great bulk of the City's vacant land is filled or marsh land and extensive reclamation and foundation work is required prior to construction. The last available large tract in the city was developed between 1960-64. The Country Village development of about 400 units on 42 acres of land was successfully marketed and demonstrates the City's ability to absorb land for housing. This represented a development rate of 13 acres a year. The development consisted of one and two-family units and row houses. An average of 135 units a year sold rapidly.

During the same period the City has been selling surplus property at the rate of about 3 acres a year. Bidding has been very active. Sales figures frequently doubled the upset prices established by the city. These scattered sites have been developed for one and two-family homes which have sold well.

There has been no market for land in Downtown largely because there has not been any residential land available for development, plus the fact that Downtown has come to the considered a less attractive residential location as minority families have moved in. However, the successful completion of the first building in the Gregory Urban Renewal project has started a reversal of this attitude. During the summer of 1964, 20 acres of a former city dump were auctioned for residential development just south of the Plan area. There was active bidding on this parcel. There is now active interest in a railroad-owned former City Park of about 6 acres, and the former Exchange Place Terminal site of about 5 acres is being subdivided for commercial uses in expectation of sale.

Recent experience in the City indicates there should be no difficulty in selling 3 acres of land a year during the program period. As momentum builds up it is likely that much more land could be sold. In the event that market conditions took a turn for the worse all the land made available could be absorbed for municipal purposes.

City-wide housing market studies will be conducted as part of the Community Renewal Program now underway.

The market for commercial land is not known in Downtown. The community supports a large commercial center along Newark Avenue which is extremely active. Very few vacancies exist, and a gradual process of modernization is under way. In recent years there has been a notable influx of discount stores into the business district, carrying lower quality, lower priced merchandise. Until very recently there has been no commercial expansion in Downtown. A food chain has purchased the building at the intersection of Grove Street and Railroad Avenue and now uses the structure for a large supermarket. Half a block has been developed for parking spaces.

Most of the area to be used for commercial purposes in the Plan is required for parking and loading space and a new bus terminal. It is expected that new retail and office space can be developed once the residential rehabilitation program is firmly established. Even if there were no new commercial construction 3-4 acres would be required for the parking space and bus terminal which would serve the existing uses. Should the demand for commercial space grow these uses could be combined with new construction.

(B) PRELIMINARY ESTIMATES OF PROJECT COSTS

The preliminary estimates indicate the program for the entire Plan area will cost about $30,000,000. This assumes clearance of about 20% of the structures. The Federal and Local share of net project costs should be approximately $20,000,000 and $10,000,000, respectively.

The local share of project costs will be provided in the form of non-cash grants in aid approximately as follows:

Schools	$ 7,750,000
Fire Houses	250,000
Sewer Lines	3,200,000
Water Lines	550,000
Street Improvements	720,000
Bridges	800,000
Total	$13,270,000

The preliminary financial summary for each of five projects is contained in Table IV:

TABLE IV PRELIMINARY FINANCIAL SUMMARY OF GNRP PROJECTS

Costs	Hamilton Park	The Village	Paulus Hook	Van Vorst	Newark Avenue
Admin., Legal, etc.	450,000	300,000	200,000	600,000	150,000
Acquisition	3,800,000	2,600,000	1,900,000	4,500,000	2,500,000
Public Facilities	3,070,000	1,580,000	1,620,000	6,620,000	380,000
Gross Costs	7,320,000	4,480,000	3,720,000	11,720,000	3,030,000
Land Sale Proceeds	550,000	400,000	300,000	700,000	500,000
Net Cost	6,770,000	4,080,000	3,420,000	11,020,000	2,530,000
Federal Grant	4,485,000	2,720,000	2,280,000	7,347,000	1,687,000
Local Share	2,285,000	1,360,000	1,140,000	3,673,000	843,000

(C) PRELIMINARY RELOCATION REQUIREMENTS

There does not appear to be any substantial relocation problem as a result of the proposed program. Clearance will be spread over a period of about six years. The average annual number of clearance units is 400. It has been estimated that at least one half the families to be relocated would

be eligible for public housing, ** leaving about 200 families to be relocated into private accommodations. New construction will follow clearance activities at the rate of 150 units a year which comes close to matching the middle income relocation load. In addition there is a relatively high vacancy rate in Downtown which provides about 600 units at any one time. Even if this were to be reduced by as much as 50% as a result of renewal activities in Downtown and elsewhere there would be sufficient number of housing units to accommodate the families not eligible for public housing.

(D) LOCAL ACTIONS REQUIRED

Existing and proposed zoning are shown on Maps 13 and 14.

A proposed zoning map has been prepared. All codes, ordinances and methods of enforcement will be reviewed as part of the Community Renewal Program. The approximate cost and timing of community facilities is shown in the following table.

TABLE V – ESTIMATED MUNICIPAL COST & TIMING OF COMMUNITY FACILITIES

	Start of Construction					
Facility	1965	1966	1967	1968	1969	1970
High School	5,100,000*					
Elementary Schools:						
P.S. 9	2,300,000*					
P.S. 2 (Rehab.)			100,000			
P.S. 5 (Rehab.)					150,000	
P.S. 3 (Rehab.)						100,000
Consolidated Fire House	150,000*					
Fire House Rehab.		50,000		50,000		
York Street Sewer	600,000*	800,000	600,000			
Eight Street Sewer				1,200,000		
Water Line Rehab.			200,000	100,000	50,000	200,000
Street Improvements			100,000	100,000	70,000	450,000
Henderson St. Bridges				200,000	300,000	300,000

* Already authorized by Municipal Council.

(E) PROPERTY REHABILITATION STANDARDS

(1) General Statement

The rehabilitation requirements included herein are general guides. As part of the Survey and Planning activities for the urban renewal projects, detailed studies will be conducted in order to establish specific standards for property rehabilitation.

The standards shall be:

(a) sufficiently high to assure the long-term useful life of the properties and to justify the costs involved, and

(b) feasible of practical application to existing physical conditions within the area.

**The estimated rate of turnover in public housing is 450-500 units a year.



EXISTING ZONING

RESIDENTIAL DISTRICT "B"

BUSINESS DISTRICT "A"

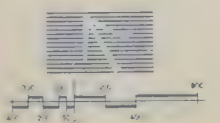
BUSINESS DISTRICT "B"

COMMERCIAL AND LIGHT MANUFACTURING DISTRICT

INDUSTRIAL DISTRICT

DOWNTOWN GENERAL NEIGHBORHOOD RENEWAL PLAN AREA

DIVISION OF PLANNING
CITY of JERSEY CITY
COUNTY of HUDSON
STATE of NEW JERSEY



ill. p no. 13

sept. 1964
revised



PROPOSED ZONING

RESIDENTIAL DISTRICT "B"

BUSINESS DISTRICT "B"

COMMERCIAL AND LIGHT MANUFACTURING DISTRICT

INDUSTRIAL DISTRICT

PDD — PLANNED DEVELOPMENT DISTRICT

NOTE: PROPOSALS TO BE SUBMITTED TO CITY AGENCIES AND THE PLANNING BOARD FOR REVIEW AND APPROVAL

DOWNTOWN GENERAL NEIGHBORHOOD RENEWAL PLAN AREA

DIVISION OF PLANNING
CITY of JERSEY CITY
COUNTY of HUDSON
STATE of NEW JERSEY

map no. 14

sept. 1964
revised

Such standards may include Minimum Property Standards used as the basis of eligibility for FHA 220 Mortgage Insurance and/or comparable requirements if conventional or other mortgage financing is to be used for either residential or non-residential properties.

All such requirements shall be developed by the Jersey City Redevelopment Agency in consultation with the Housing and Home Finance Agency, the Federal Housing Administration and local officials having jurisdiction of the various codes. In addition, applicable provisions of model codes such as the American Public Health Association Housing Code and the Building Officials Conference of America Building Code, will be utilized in establishing basic standards.

Supplementing these basic standards will be property conservation standards, developed and adopted as part of the urban renewal plan for each of the projects wherein conservation will be the urban renewal treatment. The objective of these standards would be the elimination of all factors detrimental to health and safety and the establishment of conditions throughout each area that would warrant the investment of funds in the renovation of residential and non-residential properties.

Property conservation standards will be developed in close coordination with the people affected in each project area in order to insure maximum acceptance of the standards. The cost of improvements that might be required as a result of the adoption of proposed standards will necessarily receive close attention. Moreover, local banks will be invited to participate in discussions toward their making funds available for improvement loans, particularly loans eligible for insurance by the Federal Housing Administration.

(2) Objectives of Rehabilitation

The objectives of the conservation and rehabilitation program will be:

(a) Renewal of deteriorated areas toward long-term sound condition.

(b) Improvement of the quality of individual properties and living conditions so as to justify the provision of financial assistance for the construction or reconstruction of public facilities and improvements.

(c) Establishment of a continuing program to maintain the renewed individual properties, public facilities and improvements.

(3) Specific Rehabilitation Requirements

Residential Structures:

(a) Each housing unit shall have adequate heat, sufficient electrical system, and a bathroom with adequate plumbing. All public spaces, corridors and stairwells, shall have proper lighting.

(b) Each housing shall have safe and fire-protected access to the ground, adequate daylight and ventilation, properly maintained exterior and interior walls, stairs, corridors, balconies, etc., and an adequately drained roof.

(c) Each housing unit and residential structure shall comply with general sanitary standards, including garbage and rubbish disposal facilities, periodic extermination measures, if necessary, and well maintained grounds.

(d) No structure may remain in a dilapidated, decayed, or unsafe condition that creates a hazard to the health and safety of the occupants or the public, nor may uses incompatible with a residential neighborhood character be maintained.

Non-Residential Structures:

(a) Interior partitions shall qualify for one hour fire rating, and each floor shall have two means of egress located as far apart from each other as feasible.

(b) Stairway, elevator shafts, and other vertical openings above the second floor shall be enclosed with a fire retardent material having a one hour fire rating.

(c) Central heating units shall be properly vented and enclosed by walls and ceiling having a two hour fire rating.

(d) Off-street loading and parking requirements will be established where necessary to supplement the facilities to be publicly provided.

(e) All structural elements shall be properly installed and kept in good repair.

(4) Implementation

Achievement of these objectives is enhanced by the application of the following public aids:

(a) Sections 220 and 221 (d) 3 of the Housing Act of 1949, as amended, which provides for mortgage insurance by the Federal Housing Administration on rehabilitation loans for residential buildings.

(b) The Federal National Mortgage Association which may purchase mortgages insured under the above noted Section 220.

(c) A special assistance program by the Jersey City Redevelopment Agency which will provide technical aid in the form of architectural, engineering and financial services and consultation.

(d) Conservation and rehabilitation services which will be provided by the Jersey City Redevelopment Agency including, during the execution stage, the establishment of a procedure to provide social services and assist in the coordination of other municipal programs and aids in this area.

The major actions which are designed to prevent further deterioration of existing structures and which will help to restore property values are these which will be taken by the property owners themselves. The success of conservation and rehabilitation activities can be obtained only with the strong support and cooperation of the people in the area designated for such urban renewal treatment. It is therefore necessary to promote a complete understanding of the benefits to be obtained through the development of sound neighborhoods. This will be accomplished through the active participation of various neighborhood groups.

APPENDIX

STUDY OF WIDENING

PENNSYLVANIA AND ERIE RAILROAD BRIDGES

OVER HENDERSON STREET

FOR

JERSEY CITY DIVISION OF PLANNING

December 12, 1962

Barnett & Herenchak, Inc.
744 Broad Street
Newark 2, New Jersey

BARNETT & HERENCHAK, INC.

CONSULTING ENGINEERS

STEWART C. BARNETT, P.E.
ALEXANDER HERENCHAK, P.E.

744 BROAD ST., NEWARK 2, N. J.
• MARKET 3-6992 •

December 12, 1962

City of Jersey City
Division of Planning
75 Montgomery Street
Jersey City 2, New Jersey

Attention: Mr. Sidney Willis, Planning Officer

Dear Sir:

In response to your recent request, we are pleased to submit the following report, with drawings, photographs and estimates of costs involved, concerning the proposed widening of Henderson Street at two (2) locations.

The locations are underpasses made by railroad crossings. One (1) is near 5th Street, where seven (7) bridges of the Pennsylvania Railroad span Henderson Street. The other is between 9th and 10th Streets, where fourteen (14) bridges of the Erie-Lackawanna Railroad span Henderson Street.

I. PROBLEM AND PURPOSE

Passing under all these bridges, Henderson Street narrows to a 30-foot width. It passes between two (2) rows of railroad supporting columns. The sidewalks here widen to 15 feet each (see photographs). Thus, the total span for both pedestrian and vehicular

traffic under these bridges is 60 feet.

It is our understanding that the City desires to widen Henderson Street at both these locations to facilitate traffic in conjunction with their urban renewal program. It is our belief, based on our investigation of the areas, that Henderson Street could be widened by 16 feet--to 46 feet feet--if the two (2) rows of supporting column were removed and replace by a 4-foot wide, raised median strip enclosing a single row of bridge-supporting columns, and if the sidewalks were reduced to widths of 5 feet each.

The resulting enlargement would then permit two (2) lanes of vehicular traffic in each direction under both groups of bridges. Currently vehicles move in one (1) lane in each direction under these bridges.

II. CONDITION OF EXISTING STRUCTURES

Pennsylvania Bridges - These consist of seven (7) bridges built between 1912 and 1915. They run side by side and are supported by eight (8) girders. The tracks are on ties and ballast and are electrified. Four (4) of these tracks are supported by wrought iron plates on 14-inch flange beams, erected in 1954 and designed for E72* loading. The other three (3) are supported by the original floor beams and stringers and were designed for E50 loading. In 1954 all supporting columns

* American Railway Engineering Association's designation meaning 72,000 lbs. per axle. E50 would be 50,000 lbs. per axle, E65, 65,000 lbs. per axle.

were reinforced. In appearance, the bridges are somewhat rusted, particularly in the exposed top flanges of the girders where rivet heads are corroded, some quite seriously.

Erie-Lackawanna Bridges - These consist of eight (8) bridges with tracks, one (1) siding bridge, and five (5) bridges without tracks and unused. Built between 1898 and 1909, these bridges were designed for E50 loading. Seven (7) tracks are bolted directly to floor plates, while two (2) passenger tracks are built upon ties and ballast. Supporting columns, it was evident, had been reinforced, probably to meet the Erie's desired minimum loading of E65. In appearance, the bridges are badly corroded and dangerous, both to rail traffic above and to vehicular traffic below. Some flanges are eaten away to the rivets, and some webs are completely rusted.

III. PROPOSED WIDENING AND BRIDGE WORK

Because of its proximity and access to the Holland Tunnel, Henderson Street is subject to considerable traffic throughout the day. Its widening under the bridges--from 30 to 46 feet--is recommended to facilitate this traffic. However, the task of doing this should include repair and/or replacement of the bridges themselves.

Pennsylvania - Because these bridges are old and rusted and cannot safely support heavy loading, they should,

for the most part, be replaced. Their present girders should be replaced with girders designed for E72 loading with steam locomotive impact. The four (4) bridges with fairly new floor plates and floor beams will require shoring up to permit traffic above and below, and to allow repairs and welding to be made. Delaying the work will be the necessity for caution: high tension wires pass over the bridges; should the boom of a crane touch these wires, the effect would be fatal on a crane operator. The older three (3) bridges should be replaced entirely, one at a time, as traffic permits. Erection of these bridges would probably be slow.

Erie - These bridges are generally in poorer condition than the Pennsylvania's. It is recommended that all floor plates and floor beams be replaced. This will require shoring up the plates and rails on wooden shores, and will require detouring traffic around the bridges for a few days. Fortunately there are no electrical wires passing over these bridges.

However, passing under Henderson Street and under both the Pennsylvania and Erie bridges are sewer lines. These will require that the utmost care be taken during the actual widening to prevent damage to them.

IV. GRADES AND CLEARANCE

Pennsylvania - The bridges here have a clear height of

12'0" at the South end, gradually rising to 13'0" at the North end. It is recommended that the entire street under these bridges be dropped to 13'0". This will require changing the grades of connecting streets and altering some utility lines under Henderson Street.

Erie - The bridges here have a clear height of 13'1" throughout. No increase is proposed. Optimum clearance is 14'0" meeting all standards except Bureau of Public Roads criteria for Interstate Highways but to achieve this would entail considerable additional cost to the City.

V. COST ESTIMATES

The cost estimates that follow are for bridge materials, shoring and paving. Except for some maintenance of rail and street traffic, they include all labor costs. They do not include the costs of new rails, ties, ballast, etc., which should be assumed by the railroad companies.

Pennsylvania Railroad Bridges	Quantity	Unit	Unit Cost	Cost
Excavation	140	c.yd.	3.00	420.
Structural Steel Fabric.	181	tons	250.00	45,250.
Structural Steel Erection	181	tons	1,000.00	181,000.
Concrete Footings	123	c.yd.	50.00	6,150.
Concrete Median	25	c.yd.	40.00	1,000.
Concrete Deck	57	c.yd.	100.00	5,700.

Pennsylvania Railroad Bridges (Cont'd)	Quantity	Unit	Unit Cost	Cost
Caissons, 36" Diameter	184	lin.ft.	35.00	6,440.
Trestle & Shoring	8,930	b.ft.	.50	4,465.
Maint. of R.R. Traffic	24	days	150.00	3,600.
Maint. of Street Traffic	24	days	100.00	2,400.
Street Paving	1,000	s.yd.	5.00	5,000.
Moving Pipes, etc.			L.S.	1,000.
				$262,425.
Plus Engineering, Legal, Administrative, Financing and other contingencies = 25%				65,606.
				$328,031.

Erie-Lackawanna Railroad Bridges	Quantity	Unit	Unit Cost	Cost
Excavation	253	c.yd.	3.00	760.
Structural Steel Fabric.	507	tons	250.00	126,500.
Structural Steel Erection	507	tons	150.00	76,000.
Concrete Footings	230	c.yd.	50.00	11,500.
Concrete Median	57	c.yd.	40.00	2,300.
Concrete Deck	16	c.yd.	100.00	1,600.
Caissons	414	lin.ft.	35.00	14,500.
Trestle & Shoring			L.S.	5,000.
Maint. of R.R. Traffic	54	days	150.00	8,100.
Maint. of Street Traffic	54	days	100.00	5,400.

Erie-Lackawanna Railroad Bridges(Cont'd)	Quantity	Unit	Unit Cost	Cost
Street Paving	1,360	s.yd.	5.00	6,800.
Moving Pipes			L.S.	2,000.
				$260,460.
Plus Engineering, Legal, Administrative, Financing and other contingencies = 25%				65,115.
			Total	$325,575.

VI. CONCLUSIONS

Our investigations have shown that traffic in Henderson Street is slowed down because of the Pennsylvania and Erie-Lackawanna Railroad bridges crossing it, and that the bridges themselves are old and just barely able to support today's heavier rail loads. The City's urban renewal effort also calls for the improvement and widening of Henderson Street at these two (2) locations.

It is recommended, therefore, that the City widen Henderson Street, as suggested above, under both groups of bridges, thereby facilitating traffic. It is also recommended that the railroads replace their existing tracks, ballasts, etc., with stronger parts, to support heavier rail traffic. It is quite evident that the existing rail parts will require extensive repairs and replacement, particularly on the Erie line, in the next few years, and the sooner this is done, the better all around.

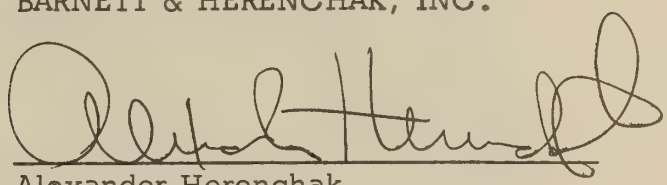
It is, therefore, further recommended that City and railroad

representatives arrange to discuss this undertaking as a joint venture, and to decide what costs each should properly assume.

We trust that the foregoing will give Jersey City a clearer idea of the problems involved and will enable it to take early action.

Very truly yours,

BARNETT & HERENCHAK, INC.



Alexander Herenchak

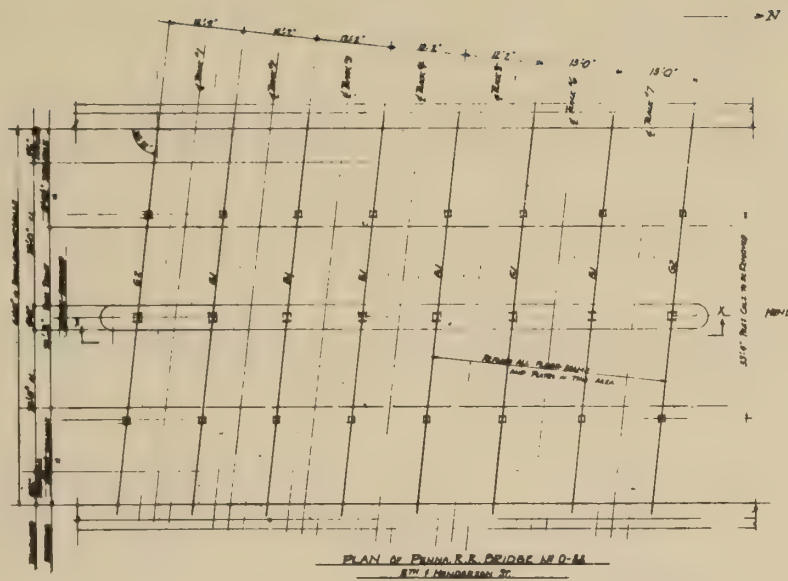
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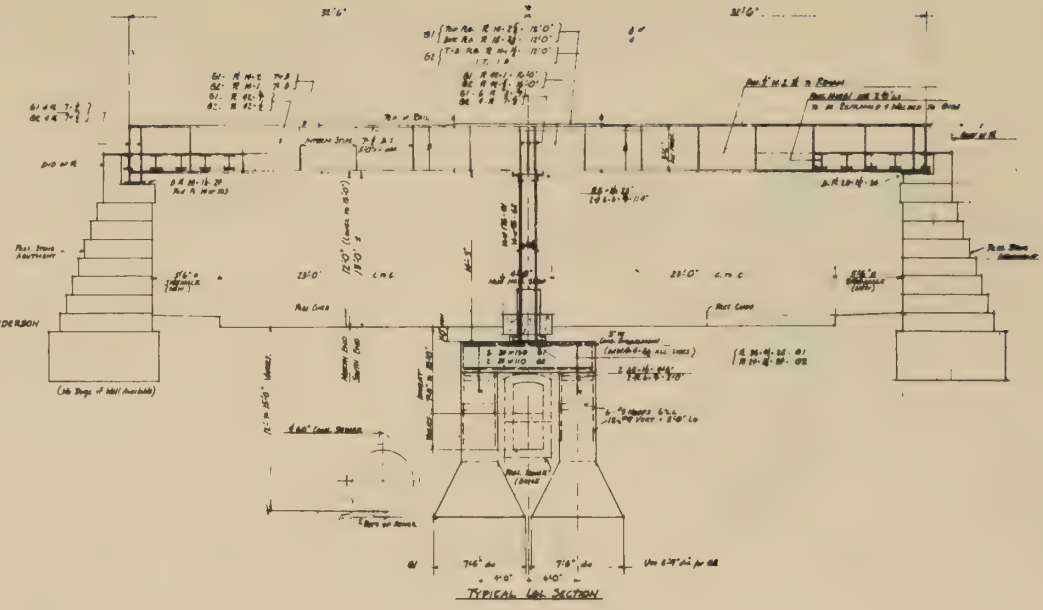
ERIE RAILROAD NORTH ELEV. (LOOKING S. ON HENDERSON ST.)



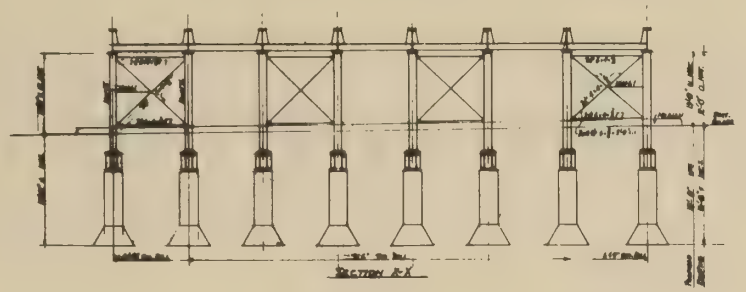
PENNA. RAILROAD SOUTH ELEV. (LOOKING N. ON HENDERSON ST.)



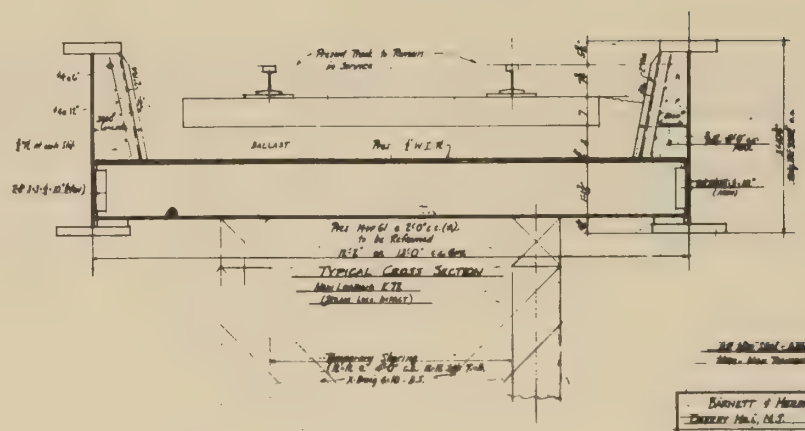
PLAN OF PENNA. R.R. BRIDGE NO O-66
8TH & HENDERSON ST.
Scale 1/8" = 1'-0"



TYPICAL GIRDER SECTION



SECTION A-A

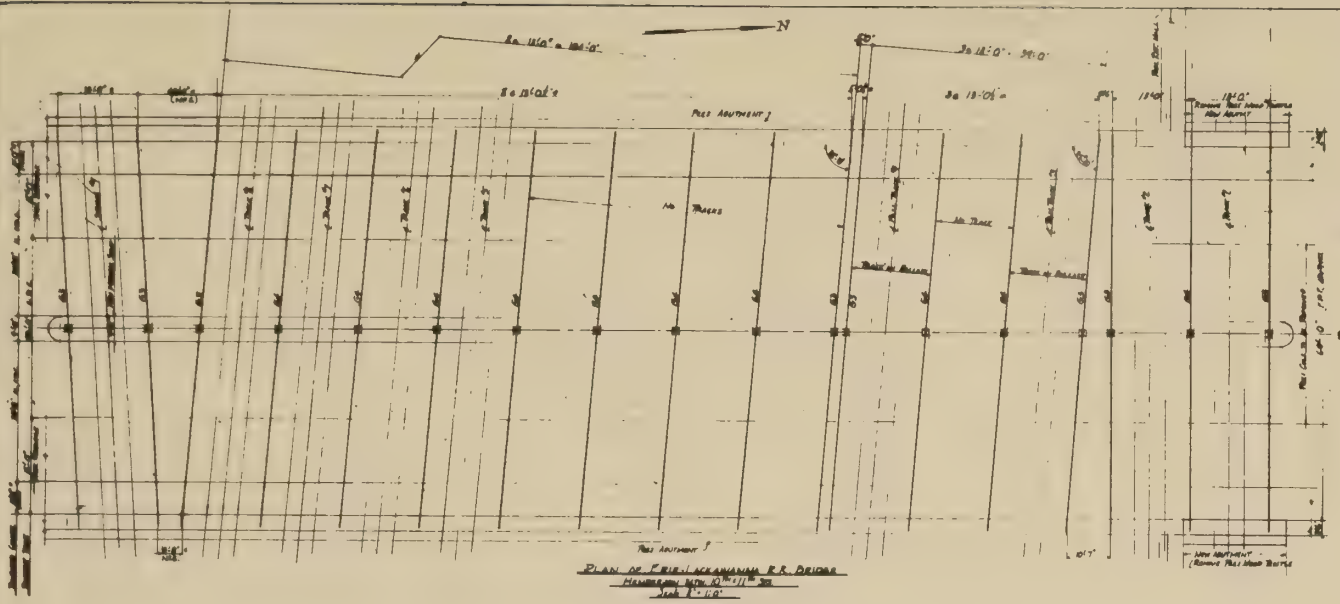


TYPICAL CROSS SECTION
MAIN LOADING K78
(STRAIN GIRDER DISTRICT)

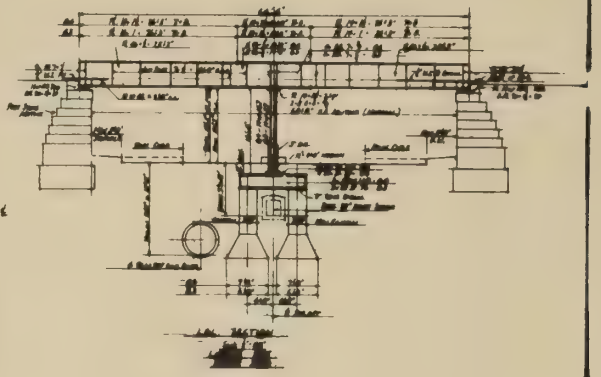
BARNETT & HELFRICHAR, CONSULTING ENGRS.
DUDLEY HALL, M.S. ... HARRIS, M.S.

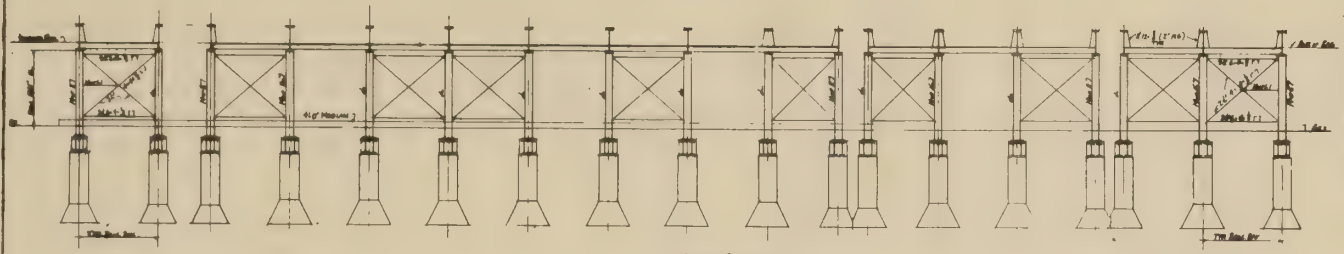
ALTERATION TO PENNA. R.R. BRIDGE NO 2-0-66
5TH & HENDERSON STS., ... DOCK ...

DATE Nov 26, 1962. ... No. ...

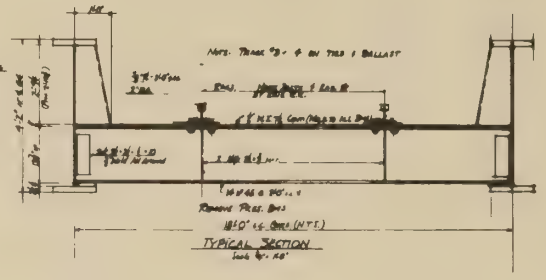


PLAN OF P.R.R.-L.V. LACKAWANNA R.R. BRIDGE
HENDERSON AVEN. 10TH ST. & 11TH ST.
Scale 1/8" = 1'-0"





CROSS SECTION
(LOOKING WEST) Scale 1/8"



TYPICAL SECTION
Scale 1/8" = 1'-0"

All New Steel - A36
E60 Lowden
Shown Lock Indicat

BARNETT & MERRIMENAR, CONS. ENGRS., HUNTER, N.Y.	CHERRY HILL, N.J.
ALTERATIONS TO P.R.R. LACKAWANNA R.R. BRIDGE, HENDERSON ST. BETW. 10TH & 11TH ST., HUNTER, GREENE CO., N.Y.	
Nov. 26, 1956	SHEET NO. 2

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MAYOR

John F. Moriarty
Business Administrator

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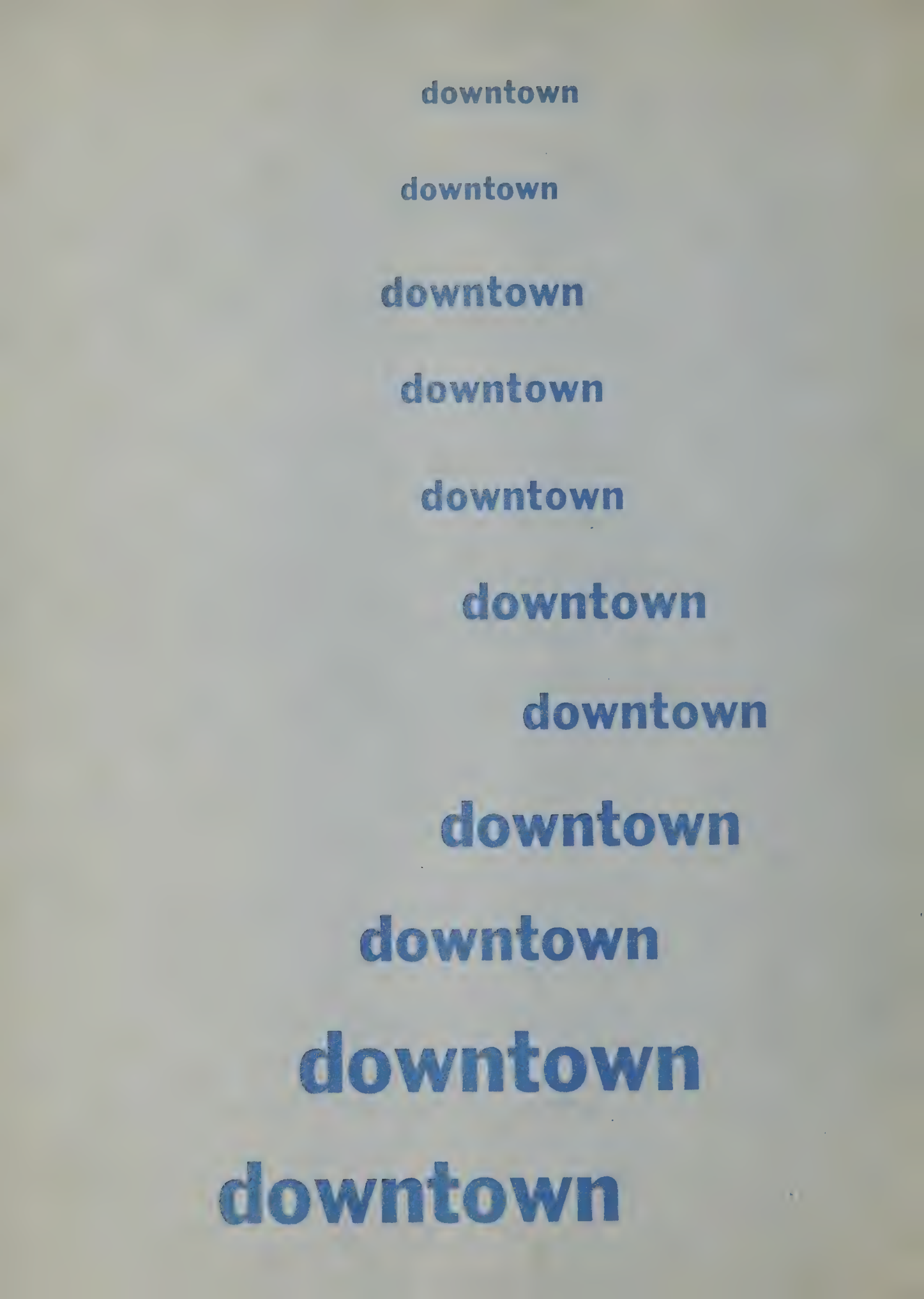
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David H. Bromberg	–	Chief of Operations
Chester H. Schneider	–	Fiscal Officer
Nelam Hill	–	Project Manager
Marvin Grey	–	Project Manager
Gerald L. Singer	–	Project Associate

Community Renewal Program

Ezra Chall	–	Staff Planner
Glenn B. Ralston	–	Staff Planner

Alvin E. Gershen
Planning Advisor


downtown
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DEVELOPMENT PLANNING JC RENEWAL

apital improvement program
nd capital budget for 1966

VELOPMENT PROGRAM REPORT

Y OF JERSEY CITY / OFFICE OF THE MAYOR / DIVISION OF PLANNING

the jersey city...

CAPITAL IMPROVEMENT PROGRAM 1966 - 1971

AND

CAPITAL BUDGET 1966



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Planning Board Resolution Approving the 1966-1971 Capital Improvement Program

Municipal Council Resolution Approving the 1966-1971 Capital Improvement Program

Amendment No. 4 to the 1966 Capital Budget

LOCATION OF MAJOR PROJECTS,

CAPITAL IMPROVEMENT PROGRAM FOR 1966-1971*

1. Waterfront Improvements -- Lafayette Industrial Area
2. McGinley Square Improvements
3. Waterfront Improvements -- Tidewater Basin
4. Ice Rink, Roosevelt Stadium
5. Ice Rink, Vicinity of Pershing Field
6. New Firehouse (Approximate Location)
7. New Firehouse (Approximate Location)
8. Journal Square Parking Garage
9. Jackson Avenue Urban Renewal Project
10. Gregory Urban Renewal Project
11. Henderson Street Urban Renewal Project
12. Montgomery Street Urban Renewal Project
13. Journal Square West Urban Renewal Project
14. Public Safety Center (Approximate Location)
15. St. John's Urban Renewal Project

* Note: Numbers on the map are to the right of the Capital Project designated.

LOCATION of MAJOR PROJECTS,

Capital Improvement Program for 1966-1971

SEE KEY AT LEFT



CITY OF JERSEY CITY, N.J.

OFFICE OF THE MAYOR / DIVISION OF PLANNING

OFFICE OF THE MAYOR

THOMAS J. WHELAN — MAYOR

CITY HALL
JERSEY CITY, N.J. 07302

December 31, 1965.

TO: The Planning Board
The City Council and
The Citizens of Jersey City.

During the past year, we have witnessed spectacular changes in Jersey City. Apartment complexes are being completed in the Gregory and St. John's renewal areas, industrial buildings are rising in the Holland Tunnel and Lafayette areas, commerce is expanding on Route 440, new housing is being constructed in Greenville, and everywhere the City is rebuilding. New renewal projects are being speeded to the construction phase by the City's redevelopment and planning agencies. As new residential development continues to modernize Jersey City and raise badly needed tax ratables, our plans and programs for industrial development are being accelerated rapidly.

While the resurgence of activity in Jersey City is gratifying, the new developments place a staggering burden on our City government to supply these new areas with vital, yet costly municipal services. To insure that this challenge is met properly, I have authorized the Division of Planning to prepare a Capital Budget program for 1966 and the years thereafter which examines objectively and balances the City's public improvement needs with its financial capacity to provide such important facilities as sewers, schools, hospitals, new water resources and roadways, all so necessary to advance Jersey City's development program.

This capital budget and five year improvement program is more than just a list of projects; it is a valuable guide to vital policy decisions that will enable us to wisely expend limited amounts of public, capital funds, without jeopardizing our credit rating, exceeding our borrowing capacity, or unnecessarily burdening future municipal budgets.

I welcome your comments and stand ready to examine any sound proposal for improving this program in the coming year.

Sincerely,

Thomas J. Whelan

Thomas J. Whelan
Mayor.

THE CAPITAL IMPROVEMENT PROGRAM

INTRODUCTION

Capital improvement programming is a well-recognized and resourceful instrument by which cities plan the replacement of worn-out physical facilities and the construction of new schools, hospitals, bridges, sewers and roadways to service increasing numbers of urban dwellers.

Few cities can afford to pay in any one year for all the costly improvement projects needed to attract new industries and spur residential development while still keeping existing areas operating at maximum efficiency. Capital improvement programming resolves this problem by planning, coordinating and carefully scheduling costly projects over a five- or six-year period.

The Capital Budget of the City of Jersey City is the first-year portion of a comprehensive six-year program which is prepared each year by the Division of Planning and approved by both the Planning Board and the Municipal Council as a document separate from the annual Jersey City municipal operating budget.

Each individual project in the program is carefully examined at a later date by City officials and the Council before construction funds are appropriated in separate capital ordinances.

The projects scheduled for the remaining five years of the program are re-evaluated continuously to provide the degree of flexibility that is necessary to meet the changing requirements of the community.

The Capital Budget's list of public improvements represents only one phase of the capital process. With its limited financial resources and antiquated public facilities, Jersey City each year must carefully examine its ability to finance new projects. Long-range financial planning, therefore, is the cornerstone of sound capital programming. It provides the only reliable tool by which the City can undertake large-scale projects without impairing its credit rating, sharply raising its tax rate or exceeding its borrowing capacity.

ADVANTAGES OF CAPITAL BUDGETING

The benefits of careful capital programming have been demonstrated in a score of progressive American cities in the past forty years.

1. The Capital Budget's public listing of proposed roads, sewers, utilities and other improvements is a valuable source of information from which builders can predict new or expanded activity and local industries can program their own expansion needs. The announced improvements in Jersey City's Lafayette Industrial Area, for example, should be an important factor in spurring the expansion of manufacturing enterprises now located in this area of great industrial promise.

2. The coordination which Capital Budgeting promotes will enable the City to effect great savings in concert with its far-reaching urban renewal program, since the federal government allows cities to provide their one-third share of urban renewal project costs in the form of such public improvements as streets and sewers which the cities eventually would have to provide in any case.

In Jersey City, for instance, a need for additional parking facilities has long been known to exist in the Journal Square area. By constructing a parking garage in the planned Journal Square West Urban Renewal Area, the City can accomplish the twofold purpose of covering its one-third share of the total project cost while providing the parking facilities which are critically needed for the viability of this growing commercial area.

3. Capital Budgeting is an important administrative tool for improving municipal inter-departmental coordination. The listing of each department's plans allows City officials to arrive at informed decisions and prevents duplication of efforts.

Thus the Department of Public Works would not initiate a street repaving program in an area scheduled for urban renewal action where entirely new roadways were to be constructed.

4. Finally, to quote the International City Manager's Association: "Even if the capital improvement program were to be nothing more than a list of proposed needs of operating departments, the benefit of this alone as contrasted to haphazard and sporadic requests would be immeasurable. The very fact that operating

departments must systematize proposals leads them from a narrow, short-sighted view of community needs to a broad, general one, designed to accommodate the best interests of the city at large."

ESTABLISHING PRIORITIES

With capital funds severely limited in Jersey City and an extensive backlog of improvements waiting to be constructed, the scheduling of projects becomes a critical and complex task.

In evaluating proposed improvements, the Mayor, the Planning Board and the Municipal Council are guided by the following criteria:

1. Projects which eliminate a hazard to the life and safety of Jersey City citizens.
2. Projects providing vital public services.
3. Projects leading to increased protection of private property.
4. Projects which have a direct bearing on the implementation of Jersey City's Master Plan and Urban Renewal Plans.
5. Projects which benefit the entire community.
6. Projects which aesthetically improve the City and which strengthen its image as a progressive, modern community.
7. Projects leading to reductions in the operating budget.

FUNDING THE PROGRAM

The listing of needed projects forms only the first phase of the capital budgeting process. The second and equally-crucial

stage consists of tailoring these projects to the debt limit established by the State, as well as to the long-range principal and interest repayment capacity of the City.

The 1966 Capital Budget calls for several costly items, including a Public Safety Center, and the cost of the program barely fits within the City's limited borrowing margin. Table 1 shows Jersey City's capacity for issuing municipal and school bonds. It will be observed that only $10,654,041.66 of unencumbered borrowing capacity is available for municipal projects. The needed public facilities for the 1966 program alone will consume $9,480,385.

The situation for schools is even more critical, with a borrowing margin of only $3,648,633.89 in 1966. This is an alarmingly small figure, considering the large-scale rehabilitation necessary to keep Jersey City's schools operating at an acceptable standard.

The financial squeeze exerted by the New Jersey statutory debt limit recently has been ameliorated, however, by a State law which exempts urban renewal cash payments from the debt limit. This is a critical legislative step which will enable Jersey City to proceed on schedule with its current redevelopment program. Under the direction of the Jersey City Redevelopment Agency, plans for the Henderson Street, Montgomery Street and Journal Square Urban Renewal Projects are being speeded to the execution phase.

Improvement projects of the Incinerator, Sewer and Parking Authorities form the greatest part of the 1966-1971 program. Fortunately, these also fall beyond the purview of the State debt limit.

Table 1

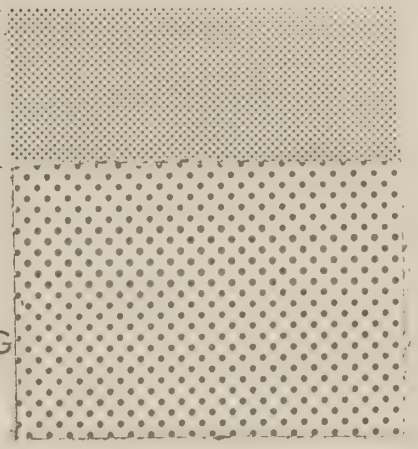
MUNICIPAL & SCHOOL BORROWING CAPACITIES

MUNICIPAL•

BORROWING MARGIN
$10,654,000

DEBT LIMIT_ $29,647,000

OUTSTANDING DEBT_ $18,993,000



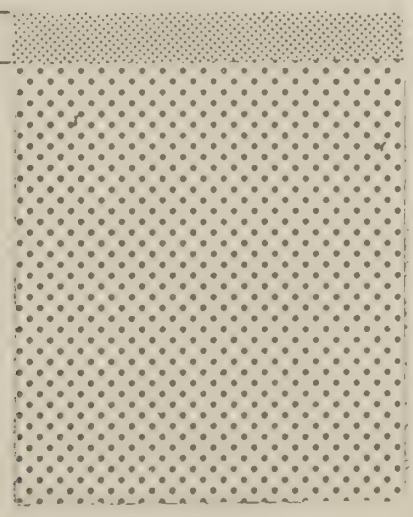
THE 1966 MUNICIPAL CAPITAL BUDGET IS $9,480,385 EXCLUDING THOSE BONDS OUTSIDE THE MUNICIPAL DEBT LIMIT

SCHOOL•

BORROWING MARGIN
$3,648,633

DEBT LIMIT_ $33,882,633

OUTSTANDING DEBT_ $30,234,000



THE 1966 SCHOOL CAPITAL BUDGET IS $3,120,000

BOARD OF EDUCATION

A careful study of the capital items needed to properly maintain Jersey City's public school system was prepared recently by the Board of Education. While this inventory is distinguished by its detailed analysis of the needs of each existing public school building, further studies of a more comprehensive nature have been requested by Mayor Whelan.

These additional studies, scheduled to be completed shortly, will weigh such factors as the impact of the changing population characteristics in the City's 29 elementary school districts, land use plans, transportation proposals, contemplated large-scale residential development projects, and plans for parks and other community facilities necessary to complement public school facilities.

This comprehensive study should provide a sound factual basis on which long-range plans can be formulated which will yield maximum results from local tax dollars as well as a progressive educational system responsive to current and emerging needs.

For the coming fiscal year, however, only those items will be authorized which are required to complete the current school construction program of the Board of Education or which concern hazards to the health and welfare of the City's school children and teachers. Two items conform to this criteria:

1. A new boiler in Public School 22, essential for the continued safe operation of this facility.
2. A $3 million appropriation to complete existing school construction projects.

In establishing a Capital Improvement Program, a city must bear in mind that construction costs are not the only financial factors involved. New public improvements such as schools and hospitals often create additional personnel and maintenance costs.

Fortunately, this is not always the case. New consolidated firehouses, for instance, produce moderate savings in maintenance costs as well as making former firehouse sites available for new use.

More important, efficient new police and fire facilities mean increased protective services to human life and property. Most of Jersey City's present firehouses were built for horse-drawn equipment and provide cramped quarters for modern emergency vehicles, a factor which affects fire insurance rates throughout the City.

Table 2, below, shows how the two new firehouses recommended in the Capital Improvement Program would replace four firehouses which have a total of five doors to serve nine emergency vehicles.

TABLE 2

NEW FIREHOUSE	PROPOSED UNITS	PRESENT LOCATION	DOORS
JOURNAL SQUARE NORTH (off Tonnele Avenue)	2nd Division Chief Engine Company 15 Truck Company 9	200 Sip Avenue	1
	Engine Company 7 Rescue Company 1	666 Summit Avenue	2
JOURNAL SQUARE SOUTH (vicinity of McGinley Square)	4th Battalion Chief Engine Company 9	Bergen and Duncan Avenues	1
	Engine Company 20 Truck Company 5	582 Communipaw Avenue	1

THE TAX RATE

Although most capital improvement projects are bonded for as long as 20 years, the City's program eventually will affect tax rates because of the interest and principal charges which will be paid in future years on current projects.

Table 3 (below) traces the changes in the Jersey City tax rate over the past five years.

TABLE 3

YEAR	ASSESSED VALUATION	TAX RATE PER $1,000 OF ASSESSED VALUATION
1965	$403,853,554	$110.53
1964	$405,738,641	$112.67
1963	$405,728,195	$113.37
1962	$409,690,770	$113.88
1961	$433,267,301	$98.13

Construction of the entire 1966 capital program will increase the tax rate by 1.0 percent per $1,000 of assessed valuation.

CITY REVENUES FROM LAND USES

An examination of Jersey City's tax revenues from five key land use categories -- residential, industrial, commercial, railroad and vacant land -- discloses some interesting facts. Although residential use accounts for only 28 percent of the City's developed land area, it returns 43 percent of the City's tax revenues.

The revenue yielded by industrial land also is more than double its land area, and the commercial use of land is even more fruitful, returning in taxes more than three times its land area.

Unfortunately, 24 percent of Jersey City is vacant land, and the return from this property is painfully small -- only 3 percent. To bolster the City's financial position, attention is being given to making more productive use of large tracts of vacant land.

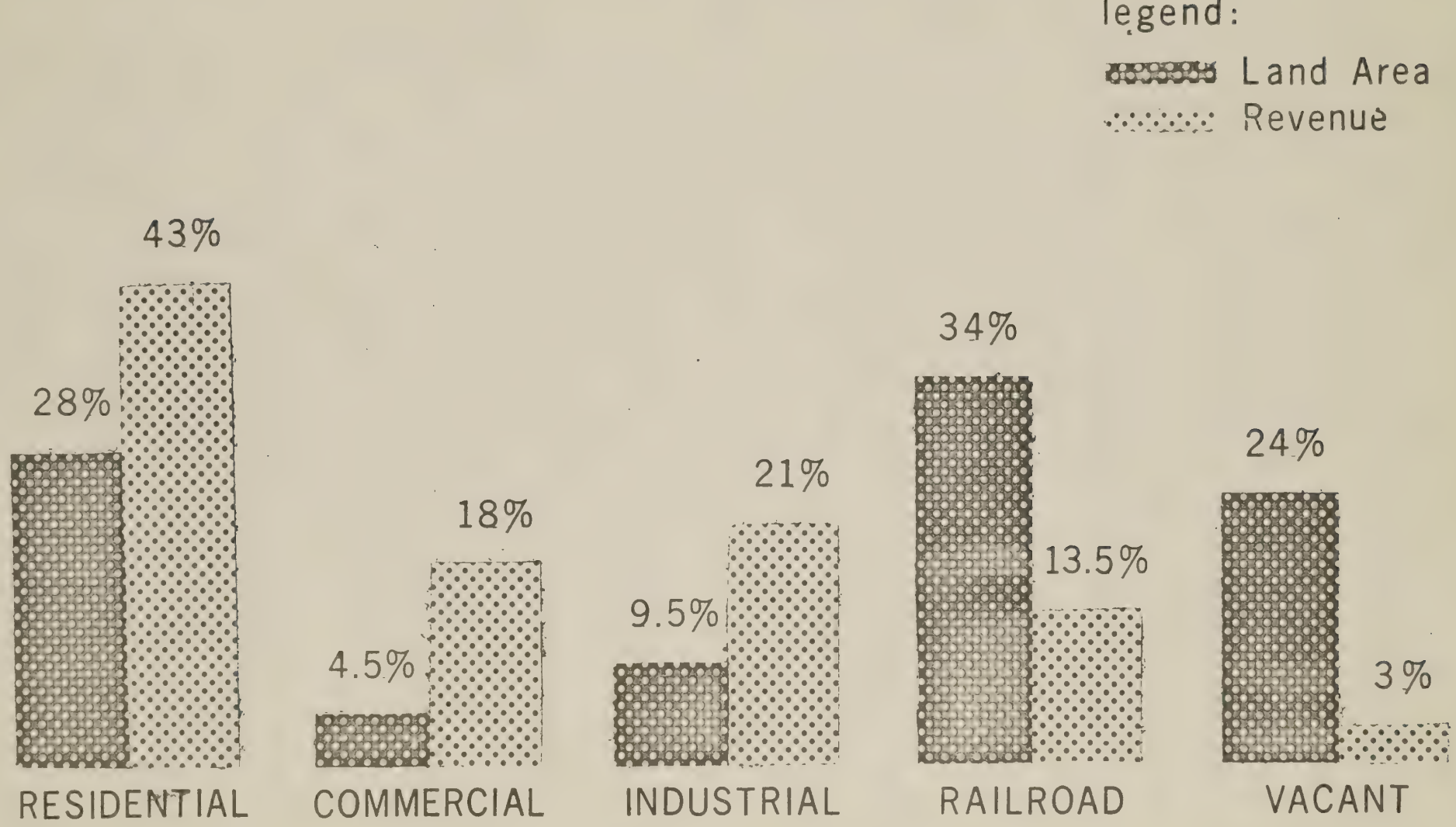
The exemplary returns from commercial properties reinforces the City's decision to accelerate the redevelopment of the entire Journal Square area as the major shopping center for all of Hudson County. The Port of New York Authority's planned Transportation Center in Journal Square will complement the commercial area, providing new access routes from the economically fertile Metropolitan area.

The prospects for residential renewal projects are equally propitious, both from an economic and an aesthetic viewpoint. The St. John's Urban Renewal Project is projected to return $607,867 to the City from an area that formerly yielded only $59,731 in taxes. The Gregory Park Project, now the architectural focus of the Downtown section, will return well over $450,000 from a neglected area that produced only $61,659 in taxes prior to redevelopment.

The sound returns from existing urban renewal projects explain Jersey City's decision to invest an additional $2 million in redevelopment projects in 1966 alone.

Table 4

PERCENTAGE DISTRIBUTION OF TAX RECEIPTS FROM LAND USE CATEGORIES —



FEDERAL AND STATE AID PROGRAMS

Recognizing that municipalities are facing increasing urban problems with limited financial resources, the federal and state governments have been gradually increasing their subsidy programs to aid cities in bringing these problems within manageable limits.

These programs have been skillfully put to use in Jersey City with concrete results, and they play an important role in the planning for the Jersey City of tomorrow.

In the next two years alone, the City intends to make use of such federal programs to initiate additional renewal projects, rehabilitate key sewers, and construct both a multi-level parking garage and a large transportation center in the Journal Square area.

PUBLIC WORKS PLANNING ADVANCES

The federal aid available includes the "702" program, which supplies cities with interest-free advances to complete preliminary and final engineering data for large public works projects. The City has used "702" grants for a number of facilities, including the new Downtown Firehouse and the Central Maintenance Garage on Route 440.

In 1966, "702" applications are being filed to plan the following projects:

1. A $5 million Public Safety Center which will include Police and Fire Headquarters, a civil defense emergency operations center, a police and fire communications center, and municipal court facilities.

2. The Sixteenth Street sewer from Jersey Avenue to the Hudson River.
3. The Richard Street sewer from Garfield Avenue to east of the New Jersey Turnpike Extension.
4. The Wayne Street sewer (York Street Drainage Area) from the Turnpike west, including "the Island."
5. The York Street sewer, Parts II and III, from Brunswick to Warren Streets.

THE ECONOMIC DEVELOPMENT ACT OF 1965

Congress last year phased out of existence the Accelerated Public Works Act under which Jersey City had constructed the St. Paul's sewer, the Downtown Consolidated Firehouse, the Monmouth Street sewer and the Central Maintenance Garage. Replacing it is the Economic Development Act of 1965, which is designed to encourage the construction of projects which will have a lasting economic impact on communities.

The new legislation is intended for the financing of new roadways, sewage projects, improvements to increase water resources, and other public works that will directly lead to new job opportunities and increased investment by the private sector.

Jersey City plans to use this program to aid in financing the rehabilitation of main sewers as well as the construction of the $10 million parking garage in the Journal Square area.

THE URBAN MASS TRANSIT ACT

For several years, Jersey City and the Port of New York Authority have been discussing plans to construct a multi-purpose Transportation Center in Journal Square. To finance this project, it is intended to combine the use of federal Mass Transit grants with other federal and state programs.

The completion of this facility should have a dynamic impact not only on the Journal Square area but all of Jersey City. It will serve to speed commuters and shoppers from surrounding Northern New Jersey and New York City to the retail and commercial heart of Jersey City.

The Transportation Center will include new PATH and bus terminal facilities, a complex of well-maintained retail shops and an impressive office building. Federal beautification grants will be used to help create a modern downtown plaza effect.

URBAN RENEWAL

Urban renewal is an extremely important and well-tested federal assistance program which already has enabled Jersey City to construct the new motel and commercial facilities in the Holland Tunnel area and attractive apartments in the St. John's and Gregory Park areas.

In financial terms alone, the significance of urban renewal is apparent, apart from other factors of benefit to the community.

The St. John's area, for instance, returned only $59,731 in ratables prior to redevelopment, but it is projected that this area will return more than $607,867 when renewal is completed. The third St. John's Apartment is nearing completion, and construction of a fourth apartment building and a swimming pool and cabana club is scheduled to begin this year.

The entire St. John's Urban Renewal Project includes the City's modern Five Corners Branch Public Library, and the possibility of constructing an apartment building for senior citizens on a remaining strip of land is being investigated.

Gregory Park is rapidly nearing completion, with final interior work being done on the second and third apartment buildings. This area, which yielded revenues of $61,659 prior to redevelopment, is expected to produce ratables of $496,469 annually. An unusual feature of this project is its mixed use -- although the first two 400-unit apartment buildings are for middle-income families, the third building's 200 units will accommodate limited-income families under the Federal Housing Administration's 221 (d) 3 program.

The Holland Tunnel Project, too, is scheduled to be closed out in 1966. Before redevelopment, this area produced ratables of $103,486. After completion of this eight-square-block urban renewal project, returns of $206,132 are anticipated.

The economic and aesthetic success of these urban renewal projects fortifies the City's decision to proceed with the Henderson Street, Montgomery Street and Journal Square renewal projects.

In addition, final plans are being completed for the first phase of the ambitious General Neighborhood Renewal Plan (GNRP) for Downtown Jersey City which will revitalize the oldest and most densely populated section of the City. The Downtown GNRP, which was approved last October by the federal government, is a ten-year $30 million program stressing rehabilitation of existing residential neighborhoods, together with redevelopment of the Newark Avenue shopping area.

The Downtown GNRP resulted from the intensive research involved in the complete replanning of the Henderson Street Project, which is expected to go into execution this year. The new Ferris High School will account for some $7 million of the City's one-third share of the entire GNRP program.

COMMUNITY RENEWAL PROGRAM

Jersey City has begun a federally-financed Community Renewal Program (CRP) which will analyze the capacity and future needs of the City's school system, the scope of its parking facilities, the potential growth of its waterfront, the quality of its housing and the financial capacity and resources of the community.

On the basis of these facts, the study will then formulate a priority schedule for renewal projects and recommend steps to bolster the City's economy and promote industrial development. The comprehensive CRP approach will allow Jersey City to proceed confidently with its long-range development planning program.

OPEN SPACE AND NEIGHBORHOOD FACILITIES PROGRAMS

Recognizing the rapidly dimishing supply of recreational land and the burgeoning population of American cities, Congress last year expanded the Open Space Program, making matching grants available for acquiring and developing land for recreational use.

This program will be coupled in Jersey City with the newly-enacted Neighborhood Facilities Program, which provides federal grants for the construction of youth centers, health shelters and community centers. The goal is to bring about the physical and social revitalization of neighborhoods throughout the City.

CODE ENFORCEMENT PROGRAMS

The 1965 Housing Act provides a powerful new weapon for cities battling urban blight. The federal government now will provide two-thirds of the funds spent by cities on some concentrated code enforcement programs.

This action will be extremely valuable to cities trying to save existing deteriorated housing from the costly, difficult and drastic measure of urban renewal clearance. Jersey City, which now has 15 inspectors in the new Division of Housing and Neighborhood Maintenance, will find this aid vital to expansion of this program.

THE IMPORTANCE OF FEDERAL AID PROGRAMS

The federal aid programs cited are vital to Jersey City's ambitious capital program. In 1966 alone, the City will spend more than $9.4 million in local funds, in addition to bonds which are exempt from the State debt limit, while federal and State aid

programs will provide $5.6 million more in assistance grants.

Many of Jersey City's achievements of the past several years are the result of such federal programs, and it is anticipated that these measures and new ones, such as the rent supplement and anti-poverty programs, will be effectively utilized to continue the physical and economic remodeling of Jersey City.

TABLE 5

FEDERAL vs. LOCAL SHARE of 1966 CAPITAL BUDGET



ANALYSIS OF THE 1966 CAPITAL BUDGET PROJECTS

The items in the 1966 Capital Budget are intended to effect far-reaching changes in the physical complexion of Jersey City while spurring further investment of the private capital necessary for strengthening the City's tax base, improving its labor market and reversing its population loss.

The 1966 Capital Budget items, briefly described, are:

Items 1-4 -- Waterfront Program: Lafayette Industrial Area

The street, sewer, water and traffic signal improvements proposed for this section of Jersey City in 1966 form only one part of a comprehensive program to revitalize the City's entire eastern waterfront. The planned investments in streets, sewers and water lines should serve to induce the expansion of existing industries while attracting new capital to an already thriving area.

1. Street Improvements: Caven Point Road, Pacific Avenue, Carteret Avenue.

2. Sewer Improvements: Under Pacific Avenue from Caven Point Road to Cartaret Avenue; under Van Horne Street from Forrest Street to Cartaret Avenue, and under Caven Point Road.

3. Traffic Signal Improvements: To improve the circulation of heavy truck traffic.

4. Water Connection Improvements: Construction of a main under Caven Point Road from Garfield to Pacific Avenues.

Item 5 -- Aerial Platform Rescue Watertower and Fire Tractor

New equipment to provide increased fire protection.

Item 6 -- New Ice Rink in Roosevelt Stadium

The present ice rink in Roosevelt Stadium is very old and cannot be used for more than one or two seasons at best. With recreational areas in painfully short supply in the City, construction of this facility is deemed advisable.

Item 7 -- Payroll Machine and Auxiliary Equipment

Required for more efficient operation of the Finance Department.

Item 8 -- New Police Sound Scriber

This is a normal replacement item.

Item 9 -- New Boiler in the Welfare Department Building

Needed for the continued safe operation of this facility.

Item 10 -- Tidewater Basin Project Improvements

Extensive site improvements are needed to prepare this area for planned large-scale residential development.

Item 11 -- Main Library Building Improvements

A waterproofing program will safeguard books and prevent deterioration of this important facility.

Item 12 -- New Street Sweepers

These are normal replacements to maintain efficient operation in the Public Works Department.

Item 13 -- McGinley Square Improvements

A new bus shelter with a modern waiting area is planned; minor street improvements will help revitalize this area.

Item 14 -- Public Safety Center

Financially and physically, the new Public Safety Center in the Journal Square vicinity is second in significance only to the Journal Square Parking Garage in the 1966 program. A small portion of this important facility's cost will be met by federal Civil Defense matching grants.

Item 15 -- Rehabilitation and Reconstruction of Existing Sewers

This is a continuing program to modernize the sewer system.

Item 16 -- Journal Square Parking Garage

Construction of this long-desired facility is particularly important with the imminence of the Journal Square West Urban Renewal Project, the Port Authority Transportation Center and the nearby Public Safety Center. Part of the Garage's cost will be credited toward the City's share of the Journal Square West Project.

Item 17 -- Air Induced Open Pit Waste Incinerator

This new facility of unique design will make possible the

smokeless disposal of bulky debris from construction and demolition projects and City-wide clean-up campaigns.

Item 18 -- Incinerator Authority Plant Improvements

Funds are needed to complete an existing modernization program which will improve the plant drainage system, overhaul present furnaces and add several new vehicles to expedite hauling away ash residue.

Item 19 -- Incinerator Authority Plant Extension

Increasing demands upon the present Incinerator Plant, due in part to the continuing closing down of open air dumps in Northern New Jersey, have reached the limit of the plant's capacity. The proposed extension of the plant will double its present furnace capacity of 600 tons a day.

Item 20 -- Sewerage Authority West Side Plant Improvements

A series of improvements are needed to keep the West Side Sewerage Authority facility in operating condition.

Item 21 -- Gregory Park Project Final Cash Payment

This cash payment is required to complete the City's local contribution to the total cost of this urban renewal project.

Item 22 -- St. John's Project Cash Payment

This cash payment will serve to meet Jersey City's one-third share of the project cost.

Item 23 -- St. John's Project Site Improvements

The widening of Summit Avenue and other site improvements are required to complete the St. John's Urban Renewal Project.

Item 24 -- Henderson Street Cash Payment and Improvements

Final financing figures are not yet available for this residential renewal project, which is now in the final stages of replanning and will go into execution this year.

Item 25 -- Montgomery Street Project

Complete reuse plans and financing figures are not definite for this project as yet.

Item 26 -- Acquisition of Right-of-Way

Cash is needed to acquire a right-of-way in the Holland Tunnel Urban Renewal Project.

CONCLUSION

Jersey City's six-year program of planned public improvements is only a guide to future development, not a strait-jacket of mandatory actions. It is flexible enough to accommodate any important change in municipal policy or existing conditions. But it represents the current opinions and ideas of officials with long experience in Jersey City's public facility requirements.

The fulfillment of the goals outlined in the program will result in important, needed new public facilities in all parts of Jersey City.

These new housing resources, sewer lines, water mains, bridges, public schools, parks, recreational opportunities, roadways and transportation facilities not only will transform the image and appearance of Jersey City but will serve to attract new industrial activity while encouraging the expansion of existing enterprises.

The 1966-1971 Capital Improvement Program, therefore, is a blueprint of the Jersey City of the immediate and near future -- and the quality and success of this planning will demonstrate clearly both to local residents and to outside investors the shape of the Jersey City of the decades to come.

Table 6

DEBT INSURING CAPACITY

	Municipal		
1.	Equalized Valuation Basis		$847,065,847.33
2.	3.5% Borrowing Margin		29,647,304.66
3.	Debt Issued and Authorized (as of Dec. 31, 1965)	18,993,263.00	
4.	Excess School Borrowing (Line 13)	- 0 -	
5.	Total Charges to Borrowing Margin		18,993,263.00
6.	Unencumbered Borrowing Margin (Line 2 minus Line 5)		10,654,041.66
7.	Debt to be Authorized in 1966		9,480,385.00*
	School		
8.	4.0% Borrowing Margin (based upon Equalized Valuation Basis)		33,882,633.89
9.	Debt Issued and Authorized (as of Dec. 31, 1965)		30,234,000.00
10.	Unencumbered Borrowing Margin (Line 8 minus Line 9)		3,648,633.89
11.	Excess School Borrowing (Line 9 minus Line 8)		- 0 -
12.	Debt to be Authorized in 1966		3,120,000.00
13.	Excess School Borrowing (Line 11 plus Line 12)		- 0 -

If Line 13 shows a deficit, the deficit is to be carried to Line 4 of the Municipal portion of this computation.

*Includes only bonds chargeable against the State debt limit.

Table 7

CAPITAL BUDGET

Method of Financing Projects Scheduled for 1966

Line #	Project	Estimated Costs	Capital Improvement Fund	Grants In Aid	General Bonds	Revenue Bonds
1	Lafayette Industrial Area - Waterfront Program-Street Improvements	302,400	15,120		287,280	
2	Lafayette Industrial Area - Waterfront Program-Sewer Improvements	280,800	14,040		266,760	
3	Lafayette Industrial Area - Waterfront Program-Traffic Signal	9,500	475		9,025	
4	Lafayette Industrial Area - Waterfront Program-Water Connections	14,400				14,400
5	Aerial Platform Rescue Watertower and Fire Tractor	103,000	5,000		98,000	
6	New Ice Rink-Roosevelt Stadium	200,000	10,000		190,000	
7	Payroll Machine and Auxiliary Equipment	125,000	6,250		118,750	
8	Police Sound Scriber	10,000	500		9,500	
9	New Boiler-Welfare Dept. Building	3,000	150		2,850	
10	Tidewater Basin Project Improvements	1,015,000	50,750		964,250	
11	Library Improvements	45,000	2,250		42,750	
12	Sweepers	72,000	3,600		68,400	
13	McGinley Square Improvements	35,000	1,750		33,250	
14	Public Safety Center	5,000,000	250,000	600,000	4,750,000	
15	Rehabilitation and Reconstruction of Existing Sewers	79,000	3,950		75,050	
16	Parking Garage-Journal Square **	10,000,000				10,000,000

* Identifies municipal bonds which are exempt from the State imposed debt limit.

** Bonds of Authorities which are exempt from debt limit.

Table 7

CAPITAL BUDGET

Method of Financing Projects Scheduled For 1966

Line #	Project	Estimated Costs	Capital Improvement Fund	Grants In Aid	General Bonds	Revenue Bonds
17	Air Induced Waste Incinerator	100,000	5,000		95,000	
18	Incinerator Authority Improvements**	200,000				200,000
19	Incinerator Authority-Extension of Plant**	1,500,000				1,500,000
20	Sewer Authority-West Side Improvement**	1,000,000				1,000,000
21	Gregory Park Project-Final Cash Payment	483,524			483,524	
22	St. John's Project, Cash Payment*	277,572			277,572	
23	St. John's Vicinity Street Improvement	35,000	1,750		33,250	
24	Henderson Street Project***					
25	Montgomery Street Project***					
26	Acquisition of right-of-way Holland Tunnel	5,600	280		5,320	
	Board of Education Projects					
	Completion of Current Construction	3,000,000				
	New Boiler, Public School 22	120,000				
	Sewer projects for which federal planning advances will be requested					
1	Sixteenth Street Sewer -- Jersey Avenue to Hudson River					
2	Wayne Street Sewer (York Street Drainage Area) from Turnpike west, including the Island					
3	Richard Street Sewer -- Garfield Avenue to east of Turnpike					
4	York Street Drainage Area Sewer -- Brunswick to Warren Streets					

* Identifies municipal bonds which are exempt from the State imposed debt limit.

** Bonds of Authorities which are exempt from debt limit.

*** Because detailed engineering studies have not yet been completed, a figure for the total cost of projects has been assumed and not included in Line 7, Table 1.

Table 8

CAPITAL BUDGET

Methods of Financing Projects Scheduled from 1966 through 1971

Line No.	Project	Year	Estimated Costs	Down Payment or Cap. Impr. Fund	Grants In Aid	General	Revenue Bonds
1	Waterfront Program; Lafayette Industrial Area-Street Improvements	1966	302,400	15,120		287,280	
2	Waterfront Program; Lafayette Industrial Area-Sewer Improvements	1966	280,000	14,040		266,760	
3	Waterfront Program; Lafayette Industrial Area-Traffic Signals	1966	9,500	475		9,025	
4	Waterfront Program; Lafayette Industrial Area-Water Connections	1966	14,400				14,400
5	Waterfront Program; Lafayette Industrial Area-Phase II-Street Improve.	1969	292,000	14,600		277,400	
6	Waterfront Program; Lafayette Industrial Area-Sewer Improvement	1969	669,600	33,480		636,120	
7	Waterfront Program; Lafayette Industrial Area-Traffic Signals	1969	4,500	225		4,275	
8	Vehicles & Equipment	1967	866,700	43,335		823,365	
9	Vehicles & Equipment	1968	422,450	21,122		401,328	
10	Vehicles & Equipment	1969	772,300	38,615		733,685	
11	Vehicles & Equipment	1970	335,150	16,757		318,393	
12	Aerial Platform Rescue Watertower and Fire Tractor	1966	103,000	5,000		98,000	
13	Sweepers	1966	72,000	3,600		68,400	
14	McGinley Square Improvements	1966	35,000	1,750		33,250	
15	Replace Civil Defense Sirens	1968	60,000	3,000		57,000	

Table 8

CAPITAL BUDGET

Methods of Financing Projects Scheduled from 1966 through 1971

Line No.	Project	Year	Estimated Costs	Down Payment or Cap. Impr. Fund	Grants In Aid	General	Revenue Bonds
16	Air Induced Waste Incinerator	1966	100,000	5,000		95,000	
17	Tidewater Basin Project Improvements	1966	1,015,000	50,750		964,250	
18	New Ice Rink-Roosevelt Stadium	1966	200,000	10,000		190,000	
19	Permanent Ice Rink-Vicinity of Pershing Field	1967	200,000	10,000		190,000	
20	Modernize Roosevelt Stadium	1967	1,000,000	50,000		950,000	
21	Convert Firehouses to Boxing Arenas	1967	10,000	500		9,500	
22	Payroll and Auxiliary Equipment	1966	125,000	6,250		118,750	
23	New Firehouse Journal Square North	1968	450,000	22,500		427,500	
24	New Firehouse	1970	450,000	22,500		427,000	
25	Police Sound Scriber	1966	10,000	500		9,500	
26	New Boiler-Welfare Dept. Building	1966	3,000	150		2,850	
27	Library Improvements	1966	45,000	2,250		42,750	
28	Public Safety Center	1966	5,000,000	250,000	600,000	4,750,000	
29	Sewer Rehabilitation & Reconstruction	1966	79,000	3,950		75,050	
30	Sewer Rehabilitation & Reconstruction	1967	79,000	3,950		75,050	
31	Sewer Rehabilitation & Reconstruction	1968	79,000	3,950		75,050	
32	Sewer Rehabilitation & Reconstruction	1969	79,000	3,950		75,050	
33	Sewer Rehabilitation & Reconstruction	1970	79,000	3,950		75,050	
34	Sewer Rehabilitation & Reconstruction	1971	79,000	3,950		75,050	
35	Parking Garage Journal Square**	1966	10,000,000				10,000,000
36	Incinerator Authority (Ia)Extension of plant**	1966	1,500,000			1,500,000	

* Identifies municipal bonds exempt from State debt limit.

**Denotes bonds of authorities which fall outside State debt limit.

Table 8

CAPITAL BUDGET

Methods of Financing Projects Scheduled from 1966 through 1971

Line No.	PROJECT	Year	Estimated Costs	Down Payment or Cap. Impr. Fund	Grants In Aid	General	Revenue Bonds
37	Incinerator Authority Improvements**	1966	200,000			200,000	
38	IA Rehabilitation of Drainage System**	1967	85,000			85,000	
39	Sewer Authority (SA) East Side Improvements**	1968	1,140,000				1,140,000
40	(SA) Secondary Treatment Plants**	1971	24,000,000				24,000,000
41	(SA) West Side Improvements**	1966	1,000,000				1,000,000
42	Jackson Avenue Urban Renewal Cash Payment*	1969	600,000			600,000	
43	Jackson Avenue Vicinity Improvement	1969	521,500	26,075		495,425	
44	Gregory Project-Final Cash Payment*	1966	483,524			483,524	
45	St.John's Project Cash Payment*	1966	277,572			277,572	
46	St.John's Vicinity Street Improvements	1966	35,000	1,750		33,250	
47	Henderson Street Project						
48	Montgomery Street Project						
49	Journal Square West Vicinity						
50	Acquisition of right-of-way Holland Tunnel Project	1966	5,600	280		5,320	

* Identifies municipal bonds exempt from State debt limit.
**Denotes bonds of authorities which fall outside State debt limit.

Table 9

CAPITAL BUDGET

Projects Scheduled from 1966 through 1971

Line No.	Project	Total Estimated Cost	Scheduled for Year 1966	1967	1968	1969	1970	1971
1	Waterfront Program; Lafayette Industrial Area-Street Improvements	302,400	X					
2	Waterfront Program; Lafayette Industrial Area-Sewer Improvements	280,000	X					
3	Waterfront Program; Lafayette Industrial Area-Traffic Signals	9,500	X					
4	Waterfront Program; Lafayette Industrial Area-Water Connections	14,400	X					
5	Waterfront Program; Lafayette Industrial Area-Street Improvements	292,000				X		
6	Waterfront Program; Lafayette Industrial Area-Sewer Improvements	669,600				X		
7	Waterfront Program; Lafayette Industrial Area-Traffic Signals	4,500				X		
8	Vehicles & Equipment	866,700		X				
9	Vehicles & Equipment	422,450			X			
10	Vehicles & Equipment	722,300				X		
11	Vehicles & Equipment	335,150					X	
12	Aerial Platform Rescue Watertower and Fire Tractor	103,000	X					
13	Sweepers	72,000	X					
14	McGinley Square Improvements	35,000	X					
15	Replace Civil Defense Sirens	60,000			X			

Table 9

CAPITAL BUDGET

Projects Scheduled from 1966 through 1971

Line No.	Project	Total Estimated Cost	Scheduled for Year 1966	1967	1968	1969	1970	1971
16	Air Induced Waste Incinerator	100,000	X					
17	Tidewater Basin Improvements	1,015,000	X					
18	New Ice Rink-Roosevelt Stadium	200,000	X					
19	Permanent Ice Rink-Vicinity of Pershing Field	200,000		X				
20	Modernize Roosevelt Stadium	1,000,000		X				
21	Convert Firehouse to Boxing Arenas	10,000		X				
22	Payroll & Auxiliary Equipment	125,000	X					
23	New Firehouse-Journal Square North	450,000			X			
24	New Firehouse	450,000					X	
25	Police Sound Scriber	10,000	X					
26	New Boiler-Welfare Dept. Building	3,000	X					
27	Library Improvements	45,000	X					
28	Public Safety Center	5,000,000	X					
29	Parking Garage-Journal Square	10,000,000	X					
30	Incinerator Authority (IA) Extension of Plant	1,500,000	X					
31	Incinerator Authority Improvements	200,000	X					
32	IA Rehabilitation of Drainage System	85,000		X				
33	Sewer Authority (SA) East Side Improvement	1,140,000			X			
34	(SA) Secondary Treatment Plants	24,000,000						X
35	(SA) West Side Improvements	1,000,000	X					
36	Jackson Avenue Urban Renewal Cash Payment	600,000				X		

Table 9

CAPITAL BUDGET

Projects Scheduled from 1966 through 1971

Line No.		Total Estimated Cost	Scheduled for Year 1966	1967	1968	1969	1970	1971
37	Jackson Avenue Vicinity Improvements	521,500				X		
38	Gregory Project Final Cash Payment	483,524	X					
39	St. John's Project-Cash Payment	277,572	X					
40	St. John's Vicinity Street Improvements	35,000	X					
41	Henderson Street Project							
42	Henderson Street Vicinity Improvements		X					
43	Montgomery Street Project		X					
44	Journal Square West Vicinity			X				
45	Sewer Rehabilitation	79,000	X	X	X	X	X	X
46	Acquisition of right-of-way Holland Tunnel Project	5,600	X					
Board of Education								
	New Boiler, Public School 22	120,000	X					
	Complete Existing Construction Programs	3,000,000	X					

Table 10

ESTIMATED DEBT SERVICE REQUIREMENTS, BASED ON 1966-1971 CAPITAL PROGRAM

Municipal Bonds*

	Present Debt Service Schedule		Estimated Debt Service Schedule 1966 Project		Estimated Debt Service Schedule 1967-71 Projects		
Year	Principal	Interest	Principal	Interest	Principal	Interest	Total Debt Service
1966	511,000	232,132	512,758	494,469			1,750,359
1967	404,000	209,315	512,758	473,961	752,535	393,107	2,745,676
1968	340,000	192,305	512,758	453,945	752,535	377,383	2,628,434
1969	340,000	176,765	512,758	432,945	752,535	361,659	2,576,662
1970	330,000	161,225	512,758	412,437	752,535	345,935	2,514,890
1971	330,000	145,685	512,758	391,929	752,535	330,211	2,463,118
School Bonds							
1966	662,000	527,515	156,000	124,800			
1967	662,000	503,615	156,000	118,560			
1968	655,000	479,845	156,000	112,320			
1969	655,000	456,148	156,000	106,080			
1970	655,000	432,450	156,000	99,840			
1971	695,000	408,753	156,000	93,600			

*Includes Bonds for redevelopment cash payment and Incinerator Authority. Bonds of Parking Authority and Sewer Authority are excluded.

Table 11

REVENUE FROM PROPERTY TAXES BY LAND USE IN 1965

Use	Assessed Value	Percent	Revenues
Residential, total	$174,270,250.	43%	$19,262,090.
4 families or less	114,030,200.	28%	12,603,758.
Over 4 families	60,240,050.	15%	6,658,332.
Industrial	84,241,300.	21%	9,311,191.
Commercial	74,947,475.	18 1/2%	8,283,944.
Class 2 Railroad	59,329,684.	14 1/2%	6,557,710.
Vacant	11,064,845.	3%	1,222,997.
Total	$403,853,554.	100%	$44,637,932.

The 1965 tax rate was $100.53 per $1,000 of assessed value.

Source: Division of Assessments, City Hall.

RESOLUTION OF THE PLANNING BOARD OF
THE CITY OF JERSEY CITY APPROVING THE
CAPITAL IMPROVEMENT PROGRAM FOR 1966-1971

WHEREAS, it is desirable and necessary by regulation of the New Jersey Local Government Board to establish a Capital Budget and Capital Improvement Program procedure for the making of capital improvements and orderly planning; and

WHEREAS, the Capital Improvement Program is a blue-print of proposed capital authorizations for the ensuing six (6) year period of 1966 to 1971 and the Capital Budget shows the capital expenditures of a non-recurring nature to be authorized or to be incurred during the fiscal year 1966; and

WHEREAS, the Mayor has submitted to the Planning Board of the City of Jersey City a six (6) year Capital Improvement Program for 1966 to 1971 encompassing the Capital Budget for 1966; and

WHEREAS, the Planning Board of the City of Jersey City is authorized by R.S. 40:55-1.13 to make recommendations regarding the location, character or extent of all capital projects prior to the expenditure of any public funds; and

WHEREAS, the Division of Planning advises that all items on the Capital Improvement Program, 1966 to 1971 are in conformity with or do not conflict with the Comprehensive Master Plan as adopted and from time to time amended by the Planning Board in accordance with law; and

WHEREAS, a Capital Improvement Program may be amended or revised from time to time as may be necessary because of changed conditions and/or circumstances by resolution of the Municipal Council with the recommendation of the Planning Board of the City of Jersey City;

NOW, THEREFORE, BE IT RESOLVED, by the Planning Board of the City of Jersey City, that the Capital Improvement Program for the six (6) year period 1966 to 1971 encompassing the Capital Budget for 1966 has been submitted to the Planning Board for its review and recommendations in accordance with R.S. 40:55-1.13; and

BE IT FURTHER RESOLVED, that all projects proposed for the Fiscal Year 1966, a listing of which is attached and made a part of this resolution, conform to the Comprehensive Master Plan, insofar as the plan has been adopted by the Planning Board of the City of Jersey City as to location, character or extent.

Dated: December 9, 1965

RESOLUTION OF THE MUNICIPAL COUNCIL OF THE CITY OF JERSEY CITY APPROVING THE CAPITAL IMPROVEMENT PROGRAM FOR 1966-1971

COUNCILMAN OFFERED, AND MOVED ADOPTION OF THE FOLLOWING RESOLUTION:

WHEREAS, it is desirable and necessary by regulation of the New Jersey Local Government Board to establish a Capital Budget and Capital Improvement Program procedure for the making of capital improvements and orderly planning and to accomplish long range planning and current capital authorization in accordance with such planning; and

WHEREAS, the Capital Improvement Program is a blue print of estimated capital authorizations for the ensuing six (6) year period 1966 to 1971 and the Capital Budget shows the capital expenditures of a non-recurring nature to be made or to be incurred during the fiscal year 1966; and

WHEREAS, the Mayor has submitted to the Planning Board of the City of Jersey City and the Municipal Council a six (6) year Capital Improvement Program for 1966 to 1971; and

WHEREAS, the Planning Board of the City of Jersey City in accordance with R.S. 40:55-13.1 approves the location, character or extent of all capital projects in the 1966 Capital Budget as in conformity with the Comprehensive Master Plan insofar as the Plan has been adopted by the Planning Board after a public hearing in accordance with law; and

WHEREAS, a Capital Program may be amended or revised from time to time as may be necessary because of changed conditions and/or circumstances by resolution of the Municipal Council with the recommendation of the Planning Board of the City of Jersey City:

NOW, THEREFORE, BE IT RESOLVED, by the Municipal Council of the City of Jersey City, that the Capital Improvement Program for the six (6) year period 1966 to 1971 encompassing the Capital Program for 1966, a ten page document, a copy of which is on file with the City Clerk, is considered to be in the best interests of the City of Jersey City and is hereby approved and adopted; and

BE IT FURTHER RESOLVED, tha the City Clerk is directed to forward copies of the approved and adopted Capital Improvement Program to the Director, Division of Local Government in accordance with the regulation of the Local Government Board.

AMENDMENT NO. 4 - 1966 CAPITAL BUDGET OF THE CITY OF JERSEY CITY, NEW JERSEY

Original 1966 Capital
Budget adopted December 21, 1965

WHEREAS, the Municipal Council of the City of Jersey City, in the County of Hudson, desires to amend the 1966 Capital Budget of said municipality by inserting therein or correcting the items therein as shown in such budget for the following reason: Improvement authorized prior to 1965 for which additional funds were not included in 1966 Capital Budget;

NOW, THEREFORE, BE IT RESOLVED by the Municipal Council of the City of Jersey City, in the County of Hudson, as follows:

Section 1. The 1966 Capital Budget of the City of Jersey City, in the County of Hudson, is hereby amended by adding thereto a Schedule to read as follows:

. Amendment No. 4

Capital Budget of the City of Jersey City, in the County of Hudson, New Jersey

Projects Scheduled for 1966

Method of Financing

Project	Est. Costs.	Capital Imp. Fund	General Bonds
Additional appropriation for Construction of combined trunk sewer Monmouth Street - Ravine Road	$25,000.	$1,250.	$23,750.

Section 2. The clerk be and he hereby is authorized and directed to file a certified copy of this resolution with the Division of Local Government, Department of the Treasury, State of New Jersey, within three three days after the adoption of this amendment to the 1966 Capital Budget.

(Note: Three previous amendments to the 1966 Capital Budget are included in the body of this report).

THE CITY OF JERSEY CITY

Thomas J. Whelan
Mayor

John F. Moriarty
Business Administrator

THE CITY COUNCIL

Hon. Thomas M. Flaherty, President
Hon. Evelyn Holender
Hon. Stephen J. Kopycinski
Hon. Thomas F. McGovern
Hon. John J. Kelaher
Hon. Anthony L. Altomonte
Hon. Thomas E. Maresca
Hon. Anthony P. Peduto
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Robert G. Emerson, Assistant Director
H. Michael Abeloff, Chief of Comprehensive Planning
Harold Weber, Chief of Development Programming
Edwin Finder, Chief of Planning Controls
Stephen F. Needham, Jr., Public Information Officer
Gregory Donohue, Senior Planning Draftsman
Kenneth Buyyounouski, Senior Planning Draftsman
Jean D. Miller, Principal Clerk Stenographer
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Angela Lanni, Clerk Typist

Alvin E. Gershen, Planning Consultant

PROPOSED COMPREHENSIVE

MASTER PLAN

FOR

JERSEY CITY, N. J.

This is a draft of the proposed Comprehensive Master Plan that is to be presented by the Planning Board at public hearings, July 13 and 14, 1966 at the City Hall Council Chambers, Jersey City, N. J.

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I. LAND USE

A. RESIDENTIAL

a. Goals

1. To achieve adequate, safe and sanitary housing within sound neighborhoods for every economic sector of the community at costs and at rents Jersey City's people can afford.

2. To maintain a balance of housing types.

b. Objectives

1. To gradually eliminate detrimental land uses in residential areas and to safeguard these areas from the further encroachment of such uses.

2. To gradually eliminate the presence and the encroachment of uses which produce heavy truck traffic in residential areas.

3. To check against overcrowding and to require good maintenance of all properties through the conduct of an expanded program of code compliance and code enforcement.

4. To rehabilitate a maximum number of housing units through studies of the physical and economic feasibility of rehabilitating various types of housing in sections of the City and through pilot programs.

5. To replace substandard housing.

6. To increase the quality of new residential construction for densities and coverage.

7. To use a substantial portion of the city's remaining vacant and redeveloped land for a variety of housing types to accomplish residential goals and objectives.

c. Comprehensive Master Plan Proposals

1. The area bounded by the proposed waterfront parkway on the east, the New Jersey Turnpike Extension on the west, Grand Street on the north, and the proposed Parkway connection from Interchange 14B on the south, is proposed for residential use exclusive of the built up industrial development in Liberty Industrial Park.

2. Waterfront land in the vicinity of the Pennsylvania Railroad Pavonia Yards, Harsimus Cove and the former Erie Railroad Passenger terminal is to be redeveloped for high-intensity residential uses.

3. The Lafayette residential community is to be extended westward to Grand and Garfield Avenues to better connect it with adjacent residential communities.

4. Obtrusive commercial and industrial activities is to be gradually eliminated from established and viable residential areas.

5. Housing is to be gradually eliminated from industrial districts.

B. BUSINESS AND COMMERCIAL

a. Goals

1. To develop viable commercial districts at highly accessible locations to serve the commercial and business needs of the City and the County.

2. To provide adequate, convenient, and pleasant community business centers throughout the City to meet the needs of residents.

3. To permit convenient, limited neighborhood shopping at a variety of scattered locations.

b. Objectives

1. To identify, improve, and strengthen existing community business centers through the reduction of excessive retail space no longer needed and the provision of expanded parking, lighting and other facilities.

2. To gradually eliminate and prohibit the further development of warehousing and light industrial operations in community business centers.

3. To establish and maintain functionally active and esthetically pleasant environments in all commercial areas.

4. To reduce the amount of land zoned for business purposes.

5. To strengthen the central business district at Journal Square by encouraging commercial development over the railroad cut, and the promotion of Journal Square and its environs as a regional center.

6. To provide adequate off-street parking and loading facilities at all commercial areas.

7. To develop an office-commercial district at Exchange Place.

8. To require the safe and attractive development of the highway-oriented shopping center currently being developed along Route 440.

9. To restrict the development of additional highway-oriented shopping facilities on the remaining tracts of vacant land.

c. Comprehensive Master Plan Proposals

1. Journal Square commercial development is to be confined within the area bounded by Newark Avenue, Summit Avenue, Tonnele Avenue and an extended Railroad Avenue near and south of Academy Street.

2. Automotive sales and service activities are to be confined to areas along Route 440, Communipaw Avenue, the proposed North-South Truck Highway south of Communipaw Avenue and a limited number of other major thoroughfares.

3. A commercial office district at Exchange Place will include the area extending along Montgomery Street from Washington Street to the Waterfront and is to be restricted to office and service facilities.

4. Strip commercial development throughout the City is to be consolidated at the following locations and developed into community business centers:

(a) Newark Avenue
(b) Jackson Avenue
(c) McGinley Square-Bergen Avenue
(d) Central Avenue
(e) Ocean-Danforth Avenues
(f) Westside Avenue

5. New business and shopping facilities are to be located in the proposed residential development behind the State Park. These would be restricted to community level services not competitive with the Journal Square Central business district.

C. INDUSTRIAL

a. Goals

1. To promote industrial development consistent with the needs of the community and current trends in the metropolitan region.

2. To provide a diversified and stable economy attractive to industries and reflective of Jersey City's locational advantages in the region.

3. To concentrate industrial activity in a limited number of exclusive industrial districts protected from encroachment by other uses, well serviced and accessible and to relocate industries from inappropriate locations more suitable for commercial or residential development.

b. Objectives

1. To provide a full range of services and improved utilities in industrial districts-allowing for the most reasonable development of industrial activity.

2. To protect land most suitable for industrial uses from extensive development by warehousing, storage and other low employment - low value activities.

3. To provide adequate accessiblity from industries to major transportation arteries, without hindering the proper functioning of other activities and with a street system which restricts trucks to specific routes.

4. To insure that adequate off-street parking and loading facilities are provided in all new industrial construction or expansion and, wherever possible, in existing industrial districts.

5. To gradually remove and relocate unsightly and obnoxious industrial uses from residential and commercial areas.

6. To remove and restrict residential and commercial development from areas that should be used exclusively for industrial activities.

7. To release publicly owned land suitable for high intensity industrial or terminal development only under highly restrictive conditions.

c. Comprehensive Master Plan Proposals

1. New large scale industrial development is to be concentrated at the Point Breeze, Greenville, Claremont, and Caven Point areas together with terminal facilities.

2. Residential uses are to be relocated from industrial areas in the Lafayette, Marion and Holland Tunnel sections.

3. Heavy industrial activities are to be concentrated in the following areas:

(a) Meadowlands west of Routes 1 and 9
(b) South waterfront

4. Light industrial activities are to be concentrated in the following areas:

(a) Lafayette Industrial Area
(b) Liberty Industrial Park
(c) A strip adjacent and west of the N. J. Turnpike Extension.
(d) Adjacent to and west of Route 440 below Communipaw Avenue.
(e) Tonnele-Wallis Circle Area
(f) Waldo Avenue Yards
(g) Holland Tunnel Area
(h) Paulus Hook

D. WAREHOUSING AND TRUCKING

a. Goals

1. To restrict to limited areas warehousing and trucking activities serving both regional and local needs.

b. Objectives

1. To provide specific but limited districts for the development of regional truck terminals and storage activities along major transportation arteries.

2. To consolidate into restricted districts those regional warehousing and trucking activities which are dispersed throughout the community and are disruptive to residential and commercial activities.

3. To provide land area for locally-oriented warehousing and trucking operations on the periphery of business areas, adequately buffered from surrounding residential uses.

4. To restrict the movement and activity of major trucking activities to selected truck streets and highways.

5. To discourage new warehousing and storage establishments from locating on prime industrial land and prime waterfront land.

6. To closely regulate and control scrap and junk storage and processing.

c. Comprehensive Master Plan Proposals

1. Trucking and warehousing operations will be limited and consolidated along regional highway arteries. The proposed locations are:

   (a) Area of the Pulaski Skyway west of Route 440.

   (b) Routes 1 and 9 north of the Tonnele and Wallis Circles.

   (c) Area north of the Holland Tunnel approaches.

2. Small warehousing establishments with strictly local market orientations will be permitted along the periphery of commercial areas close to major city streets.

3. Scrap storage and processing activities will be relocated to heavy industrial districts.

E. RAILROADS

a. Goals

To provide an adequate but restricted land area for the efficient continuation of railroad activities, however, at the same time, requiring that the land withdrawn from railroad use is to be reused effectively in accordance with city land use policies.

b. Objectives

1. To encourage consolidation of rail activities -- lighterage, interchange, and tidewater coal -- to free waterfront land for other use and reduce duplication of activities.

2. Through the Tri-State Transportation Commission, to design a railroad consolidation plan which will stabilize railroad land use and railroad tax revenue at as high a level of tax return to the City as feasible.

3. To promote the coordination of the transfer of goods through a consolidation of related activities at proposed rail served areas including trucking, storage, industries, "piggyback", containerization, etc.

4. To encourage the best use of the land withdrawn from railroad use by planning and zoning regulations.

c. Comprehensive Master Plan Proposals

1. Land for future railroad activities is to be gradually consolidated in the Greenville, the Croxton and the Erie-Lackawanna Yards along the Hoboken City line.

2. Jersey Central coal operations eventually are to be relocated in the proposed terminal area between the Claremont Channel and the southern border of the City's waterfront.

3. Lighterage and Interchange Freight operations are to be consolidated at the Greenville Yards area and the Lackawanna Yards at the Hoboken boundary.

4. Jersey Central "Piggy-back" and other operations are to be eventually relocated to the yards west of the Turnpike Extension south of Communipaw Avenue.

F. VACANT LAND

a. Goals

To promote the most effective utilization of the vacant land resources and submerged land throughout the City to achieve land use objectives.

b. Objectives

1. To control the development of existing sizable tracts of vacant land so that they conform to overall development plans.

2. To achieve, through the planned development of large tracts of waterfront land, a balance of housing types income groups within Jersey City.

c. Comprehensive Master Plan Proposals

1. Carefully restrict the disposal of tracts of City-owned vacant land until community and neighborhood needs are better identified. In the interim, place these parcels wherever feasible into active public use, e.g., vest-pocket parks, parking lots, etc.

2. Adopt a "development district" zoning provision to insure full and adequate development of privately owned major parcels of vacant land.

3. Develop a program for the reclamation and extension of utilities to underwater, partially submerged and meadowland areas on the east and west waterfronts of the City.

II. TRANSPORTATION

A. GOALS

1. To encourage the development of a functional pattern of land uses through a system of transportation and vehicular storage facilities serving passenger, commercial and freight movements.

2. To provide a transportation system which conveniently serves pedestrian and vehicular movement by separating traffic onto specialized facilities.

B. OBJECTIVES

a. Passenger Movements

1. Vehicular Traffic

(a) To improve connections among areas of residence, industry and commerce by designating certain streets as arterial.

(b) To design an arterial system for improved access to and from the Journal Square Central Business District.

(c) To provide direct access to vacant land, particularly along the Hudson River waterfront and the meadowlands, via the arterial system.

(d) To separate through traffic from local traffic and prohibit it from residential neighborhoods.

2. Public Transit

(a) To rationalize bus routes and service to improve accessibility to residential, commercial, industrial and recreation areas.

(b) To achieve more convenient or free transfer between the various bus routes in the City.

(c) To extend rapid transit service to additional areas of the City.

b. Commercial and Freight Movements

1. Rail

(a) To consolidate rail facilities and relate them to the remainder of the transportation system.

2. Trucking

(a) To separate those goods-handling activities which serve the region from those serving Hudson County. The former should be restricted to the regional arterials. Goods handling activities with a local focus and service area, should be accessible to regional arterials, but more closely related to the major street system.

(b) To develop major truck access routes to and through waterfront areas, coordinating and timing them with land use developments.

(c) To promote and develop trucking and warehousing complexes around major centers of movement, e.g. Holland Tunnel and the Tonnele-Wallis Cricle.

(d) To improve east-west highways for truck traffic.

(e) To require adequate off-street loading and vehicular storage facilities at truck terminals.

(f) To improve facilities for the north-south movement of vehicles to expedite movement between industrial districts in the city and their service areas.

C. COMPREHENSIVE MASTER PLAN PROPOSALS

a. Extension and widening for its active alignment of Route 440 as a limited access highway into Bayonne to connect with the Bayonne Bridge.

b. Construction of a waterfront Parkway along Liberty State Park from N.J. Turnpike Interchange 14B to Grand Street, crossing Tidewater Basin at Grove and Washington Streets.

c. Expansion of Tonnele Avenue north of the circle into two one-way roadways. Movements northerly to use the existing roadway; the movements southerly to use a newly constructed roadway approximately 300 feet to the west.

d. Improvement of the Tonnele-Wallis Circle by diffusing the points at which decisions for turns and directions are made.

e. Extension of Manhattan Avenue into the Meadows to make accessible a considerable amount of vacant land.

f. Extension of the New Jersey Turnpike Extension at the foot of the Palisades to the Lincoln Tunnel. This should be seen as an important link in a major regional arterial along the Hudson River, from Bayonne to the George Washington Bridge, and the Palisades Interstate Parkway.

g. Construction of a major north-south arterial between the Holland Tunnel and points throughout the Downtown, Lafayette and Greenville communities linking with Route 169. This roadway should be aligned and adjacent and west of the Turnpike for most of its route. It is designed to provide convenient north-south access as well as removing truck traffic from residential areas. As a local service road it would not be competitive with the N.J. Turnpike Extension.

h. Major reconstruction of Communipaw Avenue between Route 440 and Liberty State Park. This would function as a major "boulevard-type" approach to the new residential areas along the waterfront. It would also provide a needed expanded link for heavy east-west traffic from the Communipaw Ave. bridge to the north-south highway.

i. Construction of a new Turnpike interchange at the intersection of Communipaw Avenue and the proposed north-south arterial. This would provide better access from major streets in Jersey City to the Turnpike.

j. Reconstruction of Railroad Ave. from Exchange Place to Brunswick St. with a new roadway extending to Journal Square via the Waldo Ave. Railroad Yards and portions of Academy Street.

k. Construction of a bridge to link Broadway with Cottage Street and Kennedy Boulevard in order to improve the access from the west to the central business district.

l. Construction of a link between Ocean and Garfield Avenues in Greenville to expedite the flow of traffic between Jersey City and Bayonne.

m. Reconstruction of Henderson Street from the Holland Tunnel to a new intersection near Newark Avenue connecting to an improved Grove Street.

n. Serious consideration should be given to the extension of rapid transit service to Liberty State Park and into Bayonne.

o. Construction of a bus terminal in the Journal Square area to ease the movement of vehicular traffic and promote the convenience of passengers.

p. Development of a secondary bus terminal at Grove Street and Newark Avenue.

q. Extension of the arterial system to link manufacturing and distributing centers of the City with the major traffic arteries serving the region.

r. Development of an integrated transportation system and to achieve a balance between public transit and vehicular traffic.

s. Provision to be made for the convenient and safe movement of pedestrians to and from transit terminals and parking areas.

III. PUBLIC FACILITIES

GOALS

1. To establish a basis for planning public facilities in which the City's social life can be better served.

2. To locate and design public facilities to achieve/planning goals and master plan objectives.

3. To achieve high standards of public services and facilities to aid in balancing the City's social and economic life and to recapture populations now leaving the City.

OBJECTIVES

To create a structure for the planning, locating and functioning of public facilities at three levels recognizing the different levels at which various services are required and extending citizen participation in the life of the City.

At the City-wide Level a Civic Center Complex, comprised of a new City Hall, Municipal Council Chambers, Fire and Police Headquarters, Central Library and other auxiliary facilities that will enable the Center to be an area of all day activity. This complex will serve the needs of the residents of the entire City.

At the Community Level a community center in each of the eight identifiable communities in the city will provide a focus of such facilities as a high school, community park, Health Center, Library, Welfare Agency services, etc. These facilities will cater to the residents of the entire community and will provide a focal point for discussions about community problems. Recommendations formulated here can then be channeled to the City-wide level for appropriate action.

At the Neighborhood Level such facilities as an elementary school, park and playground, and neighborhood center will comprise a focus for the residents. It shall provide for the educational, recreation, and social needs of the residents, offer expanded opportunity for the people to participate in civic affairs at the neighborhood level, and help in the formation and meetings of local associations which can speak for the values, needs and requirements of its residents. At the neighborhood planning stage the presence of this organizational level in the three level structure will be useful in providing for the specific needs and values of its residents.

A. PUBLIC SCHOOLS

a. Objectives

1. To initiate a vastly expanded and continuing public school construction program as a major part of the city's capital improvement program in close relation to the Urban Renewal Program.

2. To determine the special needs or requirements of the school age population and develop programs that can extend high quality, integrated educational facilities to all citizens.

3. To provide public school facilities, both for elementary and the high school age populations, which are adequate in classroom and non-classroom space.

4. To expand the ancillary use of school buildings to meet a variety of social needs, consistent with educational purposes.

b. Comprehensive Master Plan Proposals

A preliminary estimate of population prepared by the Jersey City Planning Division indicates that the City's population will stabilize at 265,000 persons by 1975. The same study projects public elementary school enrollment to increase from 26,327 pupils in 1965 to approximately 32,200 pupils in 1975 and public high school enrollment from 9,153 pupils in 1965 to approximately 11,500 pupils by 1975.

Based on the recommended standard of the New Jersey State Board of Education of 25 students per classroom, the projected 1975 public elementary school enrollment would require approximately 1,289 classrooms or an additional 408 classrooms and the public high school enrollment would require approximately 459 classrooms or an additional 172 classrooms. With current school building proposals, this would represent the equivalent of 2 to 3 new high schools and 8 to 10 new elementary schools. This does not include provision for replacement of many obsolete and physically inadequate existing schools.

Whether these standards will be applicable to Jersey City in the 1970's and how it will be possible to meet these requirements without any remaining borrowing capacity for school purposes are unknown at this time. Even the form and method of providing educational facilities may have to be reconsidered in the light of these figures by educational officials. What must be recognized is that major policy decisions must be made within the next several years with regard to this vital and basic public service which involves fundamental questions of public finance, the future of neighborhoods, and the stability of the City. These questions go beyond the Board of Education to the entire City. Finally, it is important to recognize that the forces which tend to place these heavy demands on the school system are not alleviated by merely not providing the facilities to meet them. Indeed, the reverse will be found to be so. It is therefore recommended:

1. That the Board of Education together with the Planning Board through their respective staffs undertake the preparation of a long-range comprehensive school facilities improvement program. Such a program should include location and priority for school construction with regards to both present and future needs.

2. That the school improvement program provide for at least two types of needs - school facility needs based on projected school enrollment in the school service area and special educational facilities to meet the special needs of the poverty groups, the handicapped, the retarded, or those with aptitude for vocational education.

3. That the improvement or construction of public school facilities be a major criteria in the delineation of future urban renewal projects.

4. That whenver possible new schools should be built next to existing parks and new parks and playgrounds developed to serve existing schools.

B. PARKS AND PLAYGROUNDS

A. Objectives

1. To acquire and expand public recreation space through the various assistance programs of cooperation with County, State and Federal agencies.

2. To reserve adequate recreation areas in undeveloped sections of the City prior to residential development.

3. To provide adequate and attractively planned park and playground facilities in all communities and neighborhoods.

4. To coordinate the development of parks and playgrounds with public school facilities.

B. Comprehensive Master Plan Proposals

1. City owned land should be considered for development as small "vest pocket" parks and playground facilities, whenever feasible.

2. Land should be made available for park and playground needs in urban renewal projects not only for the residents of the project but also for the people living in the adjoining areas.

3. A coordinated school-park program should be established at the community planning level.

4. A continuous community linear park system should be considered to link the various school, shopping, and recreation facilities.

5. Specific community and neighborhood parks are proposed at the following locations:

   (a) Vicinity of historical Bergen Square near the Van Voorst house and separating the central business district from the high quality residential areas to the west.

   (b) Vicinity of the new Ferris High School at Montgomery Street.

(c) Vicinity of Palisades Avenue overlooking Hoboken.

(d) West of the Montgomery Gardens Project at Cornelison Avenue.

(e) Site of City Hall when relocated

(f) Exchange Place.

(g) Harsimus Cove.

(h) Several other sites will be selected during the planning of individual communities.

6. Liberty State Park to extend from Tidewater Basin to the National Docks.

7. A Park and Marina location on Newark Bay south of Communipaw Avenue.

C. PUBLIC LIBRARIES

a. Objectives

1. To provide adequate library facilities that are accessible to all residents of the City, based upon the following standards:

(a) A central location with regards to service area.

(b) Floor space at 0.35 square foot per capita.

(c) 1 1/2 volumes per capita for main library and a minimum of 30,000 volumes in a Branch Library.

(d) One branch library for every 30,000 to 50,000 population.

b. Comprehensive Master Plan Proposals

1. A new Main Library building in the Journal Square area, possibly in the Civic Center Complex. This will provide both, central location and close proximity to the proposed

* The above recommendations were arrived at with discussions with William J. Roehrenbeck, Director, Jersey City Public Library.

Transportation Center.

2. Two new Branch libraries for the use of the Lafayette and Bergen Communities. The Lafayette Branch should be located in proximity to the Communipaw Avenue and Grand Street intersection and the Bergen Branch around West Side and Lexington Avenues.

3. The existing Main library at 472 Jersey Avenue is to be used as a Branch Library for the Downtown Community.

4. A replacement in a small modern structure west of Hamilton Square for the Pavonia Branch Library.

5. The Hudson City and Greenville Branch Libraries should be expanded to meet the needs of the communities they serve.

6. Existing Branch Libraries at Claremont, Lafayette, Marion, Bergen and Pavonia Avenues are to be closed when new facilities are expanded elsewhere.

7. Pockets of residential areas which may not be served by the proposed Central and five Branch Libraries will be served by reading centers and Bookmobile service.

8. The Board of Education to be requested to assume the responsibility of providing adequate library facilities in Public Elementary and High Schools.

9. It is recommended that consideration be given to the location of a museum facility within the Civic Center Complex. Such a museum would be of county wide interest and should be provided by the county.

D. FIRE PROTECTION

a. Goals

1. To reduce deficiencies in the existing fire flow rate and testing procedures throughout the entire system to insure an adequate flow of water in all sections of the City, in accordance with the recommended standards of the American Insurance Association.

2. To accelerate the existing program of equipment maintenance, modernization, additions and replacement in order to provide the highest standards of service and protection.

b. Comprehensive Master Plan Proposals

1. In addition to increasing deficient fire flow rates in accordance with standards of the American Insurance Association, additional flow tests are recommended at the following locations:

(a) Truck terminal and industrial area north of the Pulaski Skyway.

(b) Central New Jersey Railroad yards.

(c) Route 440, adjacent to the emerging highway shopping center complex.

(d) Hope Street.

2. Acquire waterfront fire prevention equipment at least one fireboat with capacity of 6,000 gallons per minute.

3. Construct Fire Department Headquarters with consolidated Police and Fire Alarm System in the Civic Center Complex.

4. Effect Fire Department consolidation program in the interest of economy, efficiency, and better service. The proposed generalized locations for consolidation of facilities are as follows:

(a) Engine 1, Engine 2, Truck 1
Henderson Street between York and Montgomery Streets

(b) Engine 4, Engine 5, Truck 6, 1st Div. Deputy Chief
Newark Avenue, intersection of Merseles and 5th Streets

(c) Engine 7, Engine 15, Rescue 1, Truck 9
Kennedy Boulevard, near Newark and Van Winkle Avenues

(d) Engine 8, Engine 22, Truck 4
Claremont Avenue and Jackson Avenue

(e) Engine 10, Truck 12
Vicinity of Grand Street and Merseles Street

(f) Engine 11, Engine 12, Truck 7
Vicinity Kennedy Boulevard near Hutton Street

(g) Engine 13
Vicinity Danforth and Ocean Avenues

(h) Engine 14 to be moved to:
Vicinity Garfield Avenue and New Jersey Turnpike entrance to Bayview Avenue

(i) Engine 17, Truck 11, 2nd. Div. Deputy Chief
Vicinity Communipaw Avenue in the vicinity of the northwest corner of Lincoln Park

(j) Engine 18, Truck 10, 3rd Batallion Chief
Vicinity Central Avenue in the vicinity of Pershing Field

(k) Engine 9, Engine 20, Truck 5
Vicinity intersection of Monticello and Fairmount Avenues

5. Install hydrants and fire alarm boxes in the following areas of the City:

(a) Country Village

(b) Suburban Court

(c) Terrace and Liberty Avenues

(d) Areas surrounding City Marinas

E. POLICE AND MUNICIPAL COURTS

a. Objectives

1. To replace or improve all police headquarters and precinct facilities that can no longer serve their proper functions adequately.

b. Comprehensive Master Plan Proposals

1. Modernize obsolete precinct facilities.

2. Construct a new Police Headquarters, and municipal courts in a public safety center near Journal Square with accommodation for the Detective Bureau and the Bureau of Criminal Identification.

3. Construct a new target range to replace the inadequate facility.

F. SEWERAGE FACILITIES

a. Objectives

1. To develop a sewerage system that will be adequate for the City's present and long range needs with separation of storm and sewerage systems.

2. To establish a priority system for the rehabilitation of existing sewer lines and for the provision of new facilities as part of a Capital Improvement Program.

3. To maximize the benefits of Federal and State Aid by relating needed sewer improvements in urban renewal projects as the City's share of project costs.

b. Comprehensive Master Plan Proposals

1. Initiate a continuing program to connect all unserved establishments to the existing sewer system, particularly since properties discharging untreated sewage elsewhere than the Sewer System are in violation of either the City or State Board of Health laws. A successful program will increase annual revenue and reduce water pollution.

2. Recommendations for the specific sewer connections are proposed as short range (5 year), and long range (10-20 years).

(a) Short Range:

(1) Fifteenth Street Extension from Jersey Avenue to the Hudson River.

(2) York Street Extension from Brunswick Street to Warren Street.

(3) Extension of Richard Street out-fall from Garfield Avenue to east of New Jersey Turnpike Extension.

(4) Carteret Avenue extension from Garfield Avenue to east of New Jersey Turnpike Extension.

(5) 8th Street Sewer.

(b) Long Range:

Long range prposals for sewer connections are extensive for the next 10-20 year period. However, they are tentative and will require more detailed study which may reveal the need for additional improvements, alternatives and a change in priorities.

G. WATER SUPPLY

a. Objectives

1. To provide an adequate supply of potable water for both the present and long range needs of the City.

2. To maximize the benefits of Federal and State aid by relating needed water improvements in Urban Renewal Projects as the City's share of project costs.

b. Comprehensive Master Plan Proposals

1. Expedite work on the proposed Longwood Valley reservoir and as soon as possible.

2. Initiate a study to establish priorities and staging for the rehabilitation of feeder mains and the replacement of obsolete, distribution lines.

3. Install those improvements that are necessary to extend an adequate supply of water to waterfront areas where new residential and industrial development is anticipated.

H. PARKING FACILITIES

a. Objectives

1. To strengthen the retail and commercial areas of the City, reduce traffic congestion and interference with through traffic, and stimulate business and social transactions.

2. To consider the following policies or standards that are required to carry out the above objectives:

   (a) Short-term parking facilities should be considered in commercial areas as a supplement to existing long-term facilities in order to provide a balanced supply of parking spaces.

   (b) Lease arrangements for new facilities should be discouraged since they are of a short term nature and offer no permanent solution to the parking demand.

   (c) The design of all urban renewal projects should consider not only onsite parking requirements to serve new uses but the parking needs of adjacent areas.

   (d) The design of parking facilities should be attractive and efficient with access and egress which does not interfere with the flow of traffic.

   (e) That portion of a public street which is required for the free movement of traffic should not be withdrawn from use to furnish parking space and along the curb.

   (f) Curb space that is at a premium, should be made available to the short term parker and without interfering with the flow of traffic.

   (g) The revised zoning ordinance should incorporate modern and higher parking standards.

b. Comprehensive Master Plan Proposals

1. A major underground parking garage is to be constructed in conjunction with commercial renewal at Journal Square.

2. Parking facilities at community business centers should be provided in accordance with the recommendations of a proposed parking survey.

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DATE DUE

JUL 18 1985